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# LAND & RURAL DEVELOPMENT PROGRAM

## ANNUAL REPORT: JULY 2013-SEPTEMBER 2014



OCTOBER 2014

This publication was produced for review by the United States Agency for International Development. It was prepared by Tetra Tech.

**Cover Photo:** A sign in San Cristobal (Bolívar) reads, “Traditional territory of our community. Our land is not for sale...” According to the community, much of the community’s land has been illegally sold. This is known as a kind of “*despojo administrativo*,” or administrative dispossession. The USAID Land and Rural Development Program (LRDP) is providing the Land Restitution Unit (LRU) with technical assistance to help document the Eladio Ariza Community Council’s collective restitution claim. (USAID/LRDP)

All report photos were taken by the Program unless otherwise specified.

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## **DISCLAIMER**

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# LIST OF ACRONYMS

AAMP	Annual Activity Monitoring Plan
ANUC	<i>Asociación Nacional de Usuarios Campesinos</i> (National Campesino Association of Colombia)
APM	Advanced Participation Methods
APS	Annual Program Statement
CELI-Central	Consolidation and Enhanced Livelihood Initiative/Central Region
CMDR	<i>Consejo Municipal de Desarrollo Rural</i> (Municipal Rural Development Council)
CO	Contracting Officer
CODHES	Consultancy for Human Rights and Displacement
CONSEA	<i>Consejo Seccional de Desarrollo Agropecuario</i> (Departmental Rural Development Council)
COP	Chief of Party
COR	Contracting Officer's Representative
CPT	<i>Centro de Productividad de Tolima</i> (Tolima Productivity Center)
CSJ	<i>Consejo Superior de la Judicatura</i> (Superior Judicial Council)
DNP	<i>Departamento Nacional de Planeación</i> (National Planning Department)
ePORT	Electronic Project Observation Reporting and Tracking
FARC	<i>Fuerzas Armadas Revolucionarias de Colombia</i> (Revolutionary Armed Forces of Colombia)
FIP	Fundación Ideas para la Paz
FNA	<i>Fondo Nacional Agrario</i> (National Agrarian Fund)
G&M	Gender & Minorities
GOC	Government of Colombia
ICI	Institutional Capacity Index
IGAC	<i>Instituto Geográfico Agustín Codazzi</i> (Agustin Codazzi Geographic Institute)
IKM	Information and Knowledge Management
INCODER	<i>Instituto Colombiano de Desarrollo Rural</i> (Colombian Institute for Rural Development)
LRDP	Land and Rural Development Program, also referred to as the Program
LRU	Land Restitution Unit
LTP	Land Tenure Plan
LUP	Land Use Plan
M&E	Monitoring & Evaluation
MARD	Ministry of Agriculture and Rural Development
MCC	Multidisciplinary Case Clinic
MGA	<i>Metodología General Ajustada</i> (General Adjusted Methodology)
MinTIC	<i>El Ministerio de Tecnologías de la Información y las Comunicaciones</i> (Ministry of Information and Communications Technology)
NDP	National Development Plan
NDT	<i>Nodo de Tierras</i> (Land Node)
NGO	Nongovernmental Organization
OCIP	<i>Oficina de Comunicaciones e Información Pública</i> (Communications and Public Information Office)
ORIP	<i>Oficina de Registro de Instrumentos Públicos</i> (Office of Public Registry)
PDRIET	<i>Programa de Desarrollo Rural Integral con Enfoque Territorial</i> (Comprehensive Rural Development Program with a Territorial Focus)
PPP	Public-Private Partnership
RFP	Request for Proposal
RIA	Rapid Institutional Assessment
RPFP	Rural Property Formalization Program
RUPTA	<i>Registro Único de Predios y Territorios Abandonados</i> (Registry of Abandoned Land)
SINERGIA	<i>Sistema Nacional de Evaluación de Resultados de la Gestión Pública</i> (National System for Evaluation of Public Sector Performance)
SNARIV	<i>Sistema Nacional de Atención y Reparación Integral a las Víctimas</i> (National System for Victims' Assistance and Comprehensive Reparations)
SNC	<i>Sistema Nacional Catastral</i> (National Cadaster System)
SNR	<i>Superintendencia de Notariado y Registro</i> (Superintendence of Notary and Registry)
SOW	Scope of Work
STARR	Strengthening Tenure and Resource Rights, USAID Indefinite Quantity Contract
STTA	Short-term Technical Assistance
ULAS	Unified Land Administration System
USAID	United States Agency for International Development
Y1	LRDP's Year 1
Y2	LRDP's Year 2



# 1. INTRODUCTION AND BACKGROUND

Colombia is at an important historical juncture, with a unique opportunity to redress the wrongs of the past and put a definitive end to a 50-year internal conflict that has displaced between 3.6 and 5.2 million people. Peace negotiations with the Revolutionary Armed Forces of Colombia (FARC) are opening the door for potential long-lasting peace and security, and placing land and rural development at center stage. However, if a lasting peace is to be achieved, Colombia must address a number of critical issues to improve the lives of Colombian rural citizens, including insecure land rights, highly unequal distribution of land, and persistent rural poverty, all of which are considered to drive the conflict.

The Land and Rural Development Program (LRDP, also referred to as the Program) is a five-year task order funded by the United States Agency for International Development (USAID) under the Strengthening Tenure and Resource Rights (STARR) Indefinite Quantity Contract to address these issues. USAID is working directly with the Government of Colombia (GOC) to provide the essential support it will need to implement its land and rural development agenda. Specifically, USAID will build the capacity of key GOC institutions to implement programs that reconstitute land for victims of conflict, extend land titling and formalization in prioritized rural areas, and promote sustainable and comprehensive rural development that enables land beneficiaries to make productive and sustainable use of their land. LRDP assists the GOC to strengthen its institutional capacity to develop tools, systems, and skills that will enable it to fulfill its mandate to resolve land issues at the heart of Colombia's decades-long internal conflict.

LRDP has four integrated objectives:

1. Increase capacity of the GOC Land Restitution Unit (LRU) and relevant agencies to reconstitute lands to victims of conflict (Restitution Component);
2. Strengthen the capacity of the Ministry of Agriculture and Rural Development (MARD) and relevant GOC agencies to formalize rural property (Formalization Component);
3. Increase the opportunities for sustainable licit rural livelihoods in conflict-affected areas (Rural Development Component);
4. Strengthen the GOC's capacity to monitor and evaluate restitution, formalization, and rural development programs (Information and Knowledge Management Component).

## 2. EXECUTIVE SUMMARY

A talented LRDP team overcame many hurdles in its first year and developed relationships with many GOC counterparts, established a cohesive program spread out across the country in multiple offices, motivated GOC action during a contentious election year, and brought GOC counterparts on board with USAID's new paradigm for development assistance (i.e., a focus on technical assistance, working alongside the institutions to strengthen capacity, support a strategic vision, and emphasize direct support at the regional level). By the end of Year 1 (Y1), an impressive institutional strengthening assistance portfolio is in place, composed of support through subcontracts, grants, short-term technical assistance (STTA), and direct implementation by LRDP staff. In Y1, we have set the stage to achieve significant results and development impact beginning in Year 2 (Y2) and subsequent years. The Y1 work plan contained 49 activities contributing to 12 out of the 13 contractually mandated required results and included a separate set of eight fixed-fee technical deliverables. The report summarizes the Program's overall approach and obstacles encountered in Section 3, and it describes activity accomplishments per component in Section 4.

In Y1, LRDP sought to balance the requests of GOC counterparts with a suite of interventions fitting USAID's vision for a new paradigm of technical assistance. The mix of optimum interventions that evolved require more than just LRDP support and resources, but also significant political will at the highest levels in the GOC. The key areas of support in Y1 on track to yield impact in future years included:

1. Drafting and development of a new land formalization law and complementary reforms such as a massive titling procedure for rural land and municipal formalization programs, that, if implemented, should result in a faster, lower cost and systematic procedure that contributes to a stronger culture of formality and sustainability of the land titling process (for more information on key areas of support in formalization in Y1, please see component 2 in section 4 of this report);
2. Strengthening municipal and departmental agriculture secretaries and Municipal Rural Development Councils (CMDRs) to promote community-level dialogue. Closing the gap between local government entities and community members is essential for building trust and for promoting rural development initiatives. The project supported the CMDRs to facilitate ongoing community level inputs to rural development planning processes and in an effort to secure a greater distribution of resources from the national level to the regions ("*deconcentración*") (for more information on key areas of support in rural development in Y1, please see component 3 in section 4 of this report); and,
3. Support the Land Node structure to facilitate optimum inter-institutional exchange of land tenure and property rights information across eight institutions.

Additionally, LRDP successfully initiated support to several critical high-level GOC policy initiatives, such as the peace process, the National Planning Department (DNP) Rural Mission, and the DNP National Development Plan (NDP) for 2014–18. With the Rural Mission, LRDP is helping to conceptualize new public sector infrastructure for agriculture and policy guidelines for rural land use planning. LRDP is helping MARD prepare their input to the NDP, with an emphasis on the Agrarian Pact, institutional strengthening of agriculture secretaries, structuring of Comprehensive Rural Development Programs with a Territorial Focus (PDRIETs), massive formalization, land restitution, and the design of a new land authority. Before Y1 ended on September 30, LRDP had supported the successful inclusion of a massive land titling strategy in the NDP. This represents a significant paradigm shift away from pilot programs that offer formalization on a voluntary basis for the creation of an integrated, systematic and massive approach. The strategy's inclusion in the plan paves the way for the GOC to commit financial and technical resources for this purpose. The Program also engaged the Office of the High Commissioner for Peace to support the creation and implementation of the GOC land fund that will address access to land and land redistribution priorities. An expansion of support during Year 2 is anticipated for the creation of public-private partnerships (PPPs) to address strategic rural development constraints at the municipal level, such as tertiary roads.

LRDP's 12 first year required results and 49 activities contribute to achieving five crosscutting program indicator targets: number of households benefited; number of women, minorities, and vulnerable populations benefited; number of bottlenecks identified/resolved; number of reforms proposed to promote gender equality; and number of officials trained. Progress on these crosscutting indicators was uneven, with much more headway made training government officials and identifying/resolving bottlenecks than the others. LRDP

## ILLUSTRATIVE LRDP Y1 ACHIEVEMENTS\*

- Conducted Rapid Institutional Assessments (RIAs) that measured the Institution Capacity Index (ICI) of 58 regional offices of land entities in LRDP target regions and departmental and municipal agriculture secretaries.
- Helped the GOC collect, organize, and classify over 98,000 public policy proposals from 641 municipalities.
- Delivered support to the Ministry of Agriculture and Rural Development (MARD) to classify 4,400 projects that are currently under evaluation for financing with Agrarian Pact resources.
- Identified 31 bottlenecks to the delivery of land and rural development services, 20 with proposed solutions that have been adopted or implemented by GOC entities, with the remainder still in the process of being addressed.
- Trained 2,039 public officials.

\*More information provided in Annex A.



measures the impact of these interventions in accordance with the logical framework established in the USAID-approved Annual Activity Monitoring Plan (AAMP). In addition, during the first quarter of FY15, LRDP will conduct a qualitative assessment that will identify shifts in thoughts, attitudes and behaviors which are happening within GOC institutions charged with implementing land and rural development policy. To date, LRDP can show specific products generated through the activities it has implemented, but additional qualitative data will allow the Program to better understand the direct effects these products have had on GOC policy. As part of the Y2 work plan development process, component leaders and regional managers participated in an internal exercise to ensure that activities are results-driven, maximizing efforts and available resources.

## 3. PROGRAM OVERVIEW

### A. “THE LRDP APPROACH”

From the start of the program, LRDP worked closely with USAID to develop a new focus emphasizing the provision of institutional strengthening support to respond to the needs of a diverse set of GOC counterpart entities. The “LRDP approach” represents a change in the way USAID programs have been providing assistance. This shift in methodology or new “paradigm” focuses on working alongside the GOC, and providing its entities with tools and support to help them fulfill their mandate.

Strengthening GOC entities through this approach means that the Program will not “do” things for the GOC, i.e., the GOC bears full responsibility for carrying out its mandate.

LRDP’s new approach of accompanying GOC initiatives, instead of implementing its own agenda, posed a constant challenge during Y1. GOC counterpart entities are accustomed to the international donor cooperation “filling the service delivery gap” rather than strengthening institutions to resolve internal bottlenecks.

The following package of support measures evolved as a result of this approach:

#### 1. **Technical solutions to improve efficiency of land management and rural development**

**processes.** Regaining citizen confidence in GOC institutions is paramount, particularly for women and ethnic minorities. The diversity of GOC entities involved in land issues and the many steps in the land restitution and formalization process lead to lack of clarity in the processes and procedures required for secure land tenure and to promote rural development. LRDP efforts are underway to simplify processes, emphasize decentralization, and ensure that solutions are “bottom-up” (i.e., flow from the regional to the national level).

#### 2. **Institutional strengthening, including capacity building, which emphasizes a differential approach.**

Institutional strengthening is a core focus area for the program. LRDP designed and rolled out an RIA mechanism at the regional level. Program staff are now working with relevant GOC entities at the national and regional levels to help them identify and take ownership of the actions required to strengthen each entity. The RIA exposed the need for better planning, budgeting, implementation (which includes results-based spending by the entities), administration, communication, and contracting.

#### KEY LESSONS LEARNED FROM YEAR 1

##### Working with National GOC Entities

- The fragmented nature of the sector and the large number of entities involved forces LRDP to be clear about its approach and objectives.
- A unified message must be communicated from all Program components to avoid confusion among the many actors.

##### Working with Regional GOC Entities

- For significant progress to occur in land restitution, formalization, and rural development, the large national-regional gap at the GOC level must be reduced. LRDP supports regional planning and strengthen links to national policy mechanisms (e.g., the NDP).

3. **Information and communication technology.** Information management in Colombia is fragmented and expensive and data is often unreliable. This hampers institutional capacity to implement their mandates in matters of land and rural development. LRDP engages GOC entities to use information and communication technology as a tool to accelerate and develop efficiencies in restitution, formalization, and rural development. The Program is supporting the creation of applications, software, and database reconciliation to optimize quality and timeliness of relevant information. While these activities are structurally housed under LRDP's Information and Knowledge Management (IKM) Component, these are truly integrated efforts affecting all components.
4. **Legal framework support.** LRDP identified key processes that can only be improved through normative and legislative reforms. The best example is LRDP's work helping to draft a bill to facilitate land formalization. Engagement with the Rural Mission, Peace Commission, and NDP are also particularly critical, since each initiative will establish policies (as well as resources, in the case of the NDP) that are critical for the land agenda supported by LRDP.
5. **Community participation.** The Program was able to leverage the Agrarian Pact<sup>1</sup> to support community participatory processes. While the Agrarian Pact and initiatives supported through a grant to *Fundación Semana* have served to identify problems and needs, the program is now working with relevant institutions to facilitate the implementation of solutions. To ensure that GOC entities are finding "client-led" answers to identified problems, the Program is also facilitating venues to increase dialogue between key actors and the community, emphasizing the active participation of women and ethnic minorities in the process.
6. **Increased awareness of land and rural development policies.** In many cases, land processes are governed by a patchwork of laws and regulations that involve multiple GOC entities. LRDP worked to foster greater inter-institutional collaboration to help the GOC improve its information management through the "land node" (a centralized land information system) and by strengthening the National System for Evaluation of Public Sector Performance (SINERGIA). Technical assistance will continue to help the GOC effectively organize land information and inform society about how to access available public services for restitution, formalization, and rural development. Access to information is essential to rebuilding citizen trust in the government.

## B. APPROACH TO GENDER AND ETHNIC MINORITIES

Colombian land restitution, formalization, and rural development processes can be complicated, lengthy, and expensive. Women and ethnic minorities must overcome even higher hurdles. Breaking down barriers to women and minority participation and helping the government build citizen trust by redressing the historic marginalization of these populations is a pressing LRDP priority. The Program's Y1 activities sought to help the GOC understand the specific and different needs of women and ethnic minorities and encourage counterparts to identify and incorporate lessons learned in the regions into standard operating procedures. For example, in the context of LRDP's work with ethnic victims of the armed conflict (specifically through support to the LRU to help prepare the Eladio Ariza ethnic restitution claim), the GOC has learned the importance of understanding this community's unique relationship to land and the particular quality of the grievances they have as a result of the violence they have experienced. For example, the context analysis the LRU prepared during this case included the community's own vision of the conflict and took into consideration how people had modified their

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1 In late August 2013, Colombian small farmers marched through the streets of Bogotá and set up roadblocks in rural areas throughout the country to request help from the government in response to increasing prices for raw materials and fuel to transport their goods and decreasing profits for their products. After three weeks of protests and subsequent negotiations, President Juan Manuel Santos announced a series of reforms in the country's agricultural policies as outlined in the "Agrarian Pact."

customs and other aspects of their collective existence in response to the conflict. The government can apply the lessons learned in documenting and preparing the Eladio Ariza case in future ethnic restitution claims. More specifically, in the case of black communities, LRDP support has helped the LRU use existing legal mechanisms to improve the situation of an Afro-Colombian community. A number of changes to LRU forms and tools as a result of LRDP support are described in more detail in Table A-2 in Annex A of this report.

Gender and ethnic disparities are more acute in rural areas, and LRDP effectively targeted its first year technical assistance efforts to build regional capacity at the local level. In addition to the Bogota-based Gender and Minorities Component Leader, LRDP hired social inclusion specialists in each of its regional offices. These experts cultivated strong relationships with local entities responsible for restitution, formalization, and rural development to ensure appropriate specialized attention is provided to women and ethnic groups in the processes implemented by those authorities.

In its first year, LRDP supported a series of regionally based initiatives to assist the GOC in attending to the particular needs of women and ethnic minorities. These efforts led to accomplishments such as:

- Incorporation of a differential approach in other program activities (more details provided in component sections below):
  - LRDP trained a broad audience of 347 participants from 17 regional LRU offices on gender and minority themes.
  - LRDP supported the LRU to process the Afro-Colombian Eladio Ariza Community Council's land restitution claim, which is the first time the entity has worked to restore territorial rights for an ethnic community that does not have a collective title to their land.
  - LRDP contributed to the initial structure of a comprehensive assessment that will identify and classify the barriers that prevent rural women in Northern Cauca from accessing MARD's offer of goods and services.
  - Using a panel discussion format, LRDP facilitated the evaluation of difficulties rural women have accessing existing public services in an event with national and regional Colombian Institute for Rural Development (INCODER in Spanish) officials, rural women, and representatives from land entities in Bolívar, Córdoba, and Sucre.
  - LRDP facilitated a discussion and debate about rural development in areas where different ethnic groups live together within the context of conflict in the department of Cauca.
- LRDP is in the process of awarding two civil society organizations with grants related to gender and minority issues through its Annual Program Statement (APS).

LRDP's approach to gender and ethnic minorities strives to train government officials to be more sensitive and responsive to vulnerable populations' needs and realities, assist the GOC in the development of specific methodologies and models to address needs of these groups, raise institutional awareness of community and women's rights, and support venues for constructive dialogue between the GOC and vulnerable populations.

## C. OBSTACLES AND SOLUTIONS

**Program Startup.** From day one, program startup proved to be a struggle due to the challenge of implementing a new USAID paradigm that involved working alongside GOC entities and providing them with the tools and support to help them fulfill their mandates, while avoiding the tendency to "fill the gap" and do things for them. The highly fragmented nature of the GOC land governance sector proved to be an obstacle during startup. This structure forced the Program to engage in a lengthy process of communicating the new program approach to the many GOC entities involved in complex land and rural development processes and secure their buy-in. The fragmentation of GOC entities working on land and rural development issues became evident during LRDP regional events, where on several instances it was the first time many of these entities had met with one another. Their willingness to work together after LRDP "broke the ice" provided the Program with important advances, such as the entities' willingness to share information to facilitate restitution and formalization processes.

LRDP does not have a single counterpart or champion within the GOC responsible for monitoring its integrated approach. While we recognize that MARD must play a vital role in advancing land and rural development initiatives, the sector's current institutional arrangement does not lend itself to the decisive leadership that would further LRDP's goal, which is to improve quality of life for the rural Colombian citizen. Deciding which regions LRDP would focus on required extensive consultations to determine priority areas for those involved in the peace process and to identify where LRDP can maximize development impact by facilitating a combination of restitution, formalization, and rural development processes.

**USAID Concerns Regarding Program Implementation.** Shortly after USAID approved the first year LRDP work plan on March 13, 2014, USAID raised a number of concerns with the Tetra Tech home office regarding program implementation. Concerns centered around the following key areas: a perceived slow pace of implementation and the urgency to demonstrate results; whether the current staffing and management structure was appropriate for a regional focus in terms of staffing, coordination, and regional impact; and the need for a stronger vision for the operational plan between national and regional offices for managing work flows, including roles and responsibilities, authority, and programming.

Senior home office visits occurred in February and May to address these issues with USAID's Contracting Officer's Representative (COR) and Contracting Officer (CO). This helped to forge a stronger partnership between USAID and the LRDP team. Out of these visits and discussions, an LRDP action plan to accelerate program implementation ("step on the gas") was developed and agreement was reached on a revision of LRDP's management and organization. The Program successfully implemented the step on the gas plan, resulting in a series of interventions implemented in the regions and at the national level. Organizational adjustments included creation of several new positions to support technical units. Ultimately, a change in Program leadership took place at the end of the year, with Christian Kolar (Deputy Chief of Party-Admin) stepping into the Chief of Party (COP) role, and Laura Vinoly arriving to take over the Deputy Chief of Party-Admin position.

**Contract Modification.** GOC counterpart entities charged with implementing critical land and rural development processes are fragmented and do not operate in a well-planned, coordinated, and harmonized fashion. Because of this dynamic, LRDP's performance-based contract posed certain limitations. During the reporting period, LRDP began working with USAID on a contract modification that will be finalized in FY2015. The modification will serve to better reflect current implementation realities, eliminate activities that are no longer relevant, and give the contractor the flexibility it needs to achieve results.

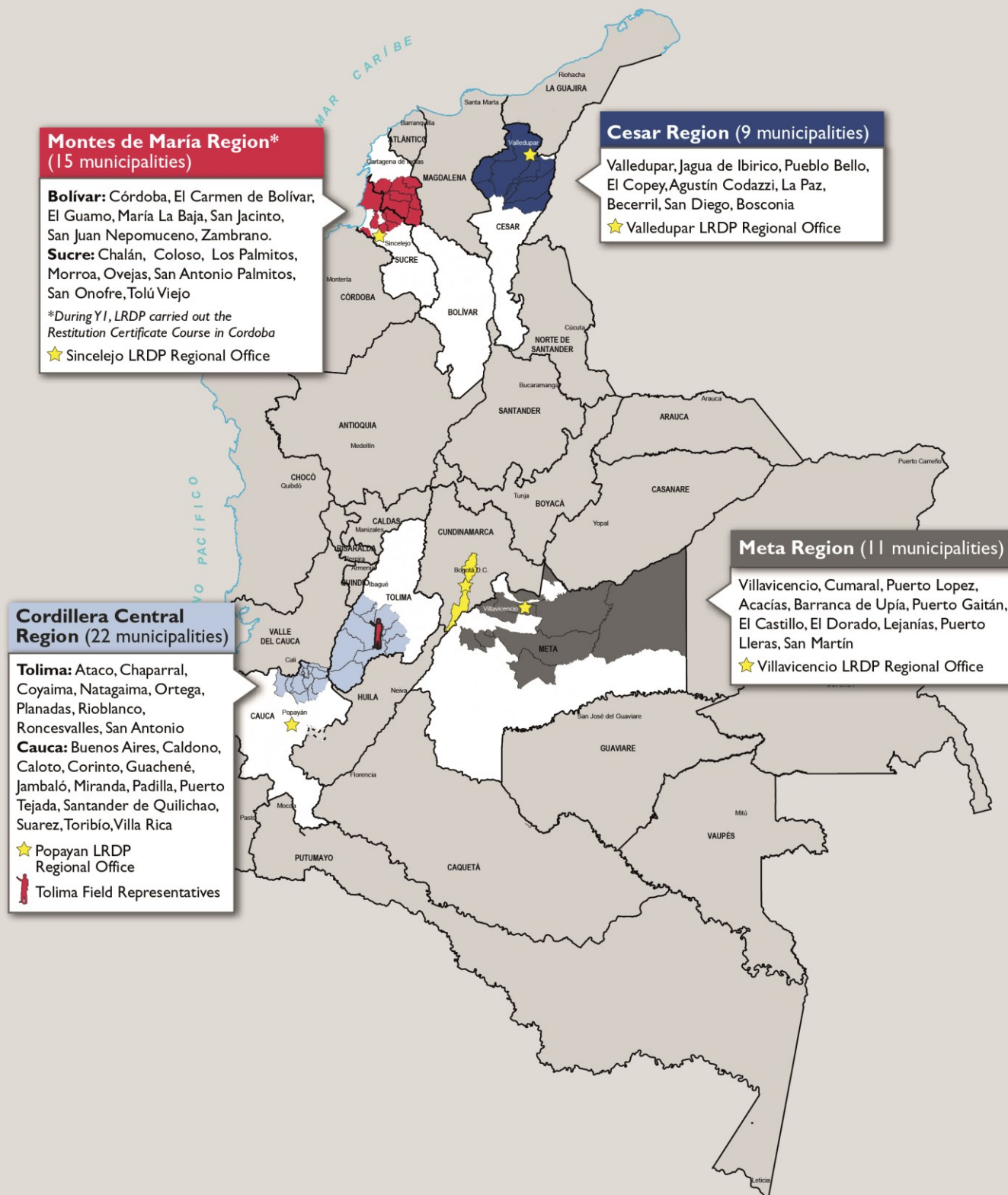
The USAID CO and Tetra Tech agreed on a plan to proceed with the contract modification and budget realignment. USAID provided a suggested modification to the contract, including Section C for the SOW in June 2014. However, discussions held during the development of second year work plan indicated that a more significant change in the SOW is required to reduce the number of required results and facilitate a strategic focus for program implementation.

**Government of Colombia.** Starting up a complex program like LRDP proved to be a significant initial challenge. As LRDP launched its activities, Colombia was in the midst of a contentious election year when the Electoral Guarantees Law ("*Ley de Garantías*") took effect and counterpart agencies were unable to hire people and subcontract goods and services. Nevertheless, the Program made substantial progress in building relations with multiple government entities, initiating a series of implementation activities at the national and regional levels, and opening regional offices.

LRDP supported the municipal and departmental agriculture secretaries and the CMDRs to generate proposals for potential financing under the Agrarian Pact. A current and critical challenge is for the new MARD administration to finance the Agrarian Pact proposals before the end of 2014. If funding for proposed activities under the Agrarian Pact does not become available, regional entities that invested substantial time and effort working with communities to develop proposals will be disappointed and the lack of confidence in national level government entities will grow.

# LRDP WORKS IN **57** MUNICIPALITIES ACROSS FOUR FOCUS REGIONS

LRDP selected these areas in consultation with USAID and the GOC as areas with overlapping restitution, formalization and rural development needs





## 4. YEAR ONE ACTIVITIES

### COMPONENT 1: INCREASE CAPACITY OF THE GOC LAND RESTITUTION UNIT AND RELEVANT AGENCIES TO RESTITUTE LANDS TO VICTIMS OF CONFLICT

Three years into the ten-year life of the restitution transitional justice process, the institutional infrastructure for the LRU (i.e., field offices, procedures, and inter-institutional agreements) is fully established. LRDP's critical engagement and conversation with other institutions and civil society through LRDP-supported Multidisciplinary Case Clinics and the LRU's Restitution Technical Policy Dialogue were fundamental to understanding just how important interagency coordination is for the restitution policy. For example, the Ministry of Defense plays a key role in expanding the micro-focalized secure areas where restitution claims can be processed, providing better protection for claimants and their leaders, and expanding demining efforts. Although the LRU is criticized by some for slow implementation, others also defend the speed of the process considering the complexity and magnitude of the land issues to be resolved, many of which have origins that pre-date the restitution process. LRDP's comprehensive approach to resolving these underlying issues is an important input to the success of the process.

LRDP is supporting the GOC to encourage stronger inter-institutional coordination (particularly in the area of parcel identification), expand the specialized judicial sector restitution function, and expand the capacity of the Public Defender's Office to support secondary occupants. As evidence of how fundamental LRDP's work is to encouraging inter-institutional coordination, local nongovernmental organization (NGO) *Forjando Futuros* published at the end of the year an analysis of the 500 restitution judicial rulings to date. These rulings resulted in 8,310 judicial orders to 55 different public entities, the largest number directed at the Superintendence of Notary and Registry (SNR) and municipal governments. Motivating such a large number of public entities to respond to restitution rulings may be beyond the LRU's scope (many judicial orders relate to the provision of health, education, employment, housing, and road access services that require significant amounts of funds and specific budget allocations), but LRDP support to build local capacity and venues for interagency dialogue such as the land subcommittees is an important step in the right direction because restitution generally happens outside of the nation's capital and enhanced coordination at the regional level will be where it is most needed to have an impact on the policy beneficiaries' lives. A stronger land restitution subcommittee that is capable of requesting anticipated funds and executing government resources will be better positioned to implement restitution rulings and deliver justice to victims at the local level.

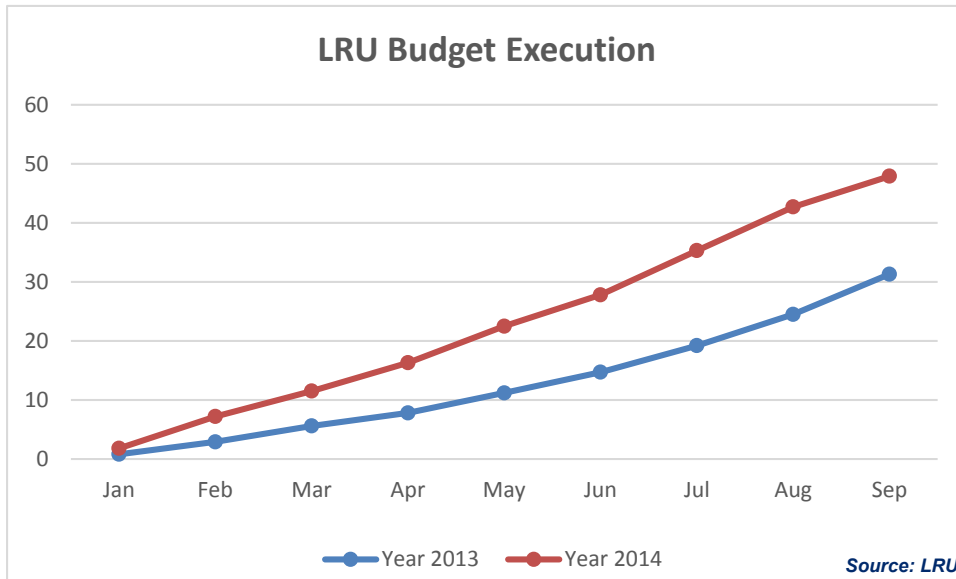
#### **Required Result 1.1: Increase capacity of national and local LRUs to complete restitution cases in targeted regions throughout Colombia**

##### **1.1.1: Strengthen LRU performance management**

*Instrument:* Direct implementation and technical assistance by LRDP staff

Although not originally designed as a national tool, LRDP took advantage of a national LRU event (also supported by the Program) and applied the RIA to 270 LRU employees from 96 percent (23/24) of the LRU's offices on July 10 in Girardot (Cundinamarca). The initial results (an average score of 3.35/5.0) show that the institution's operations are in reasonably good shape, while still leaving room for improvement. In particular, LRU regional offices came up lacking in areas related to information exchange, budget planning, and resource execution. LRDP took these findings into consideration during the Y2 work plan development process, prioritizing actions to improve information exchange, such as work on the Land Node, and a financial model to help improve overall budget planning and execution of the LRU Compensation Fund's resources. The Program will also use results to structure an institutional strengthening plan for the LRU during the first quarter of Y2.

### 1.1.2: Increase capacity of LRU to outsource and decentralize services in support of processing restitution claims



*Instrument:* Direct implementation

LRDP improved LRU capacity to outsource services by training 13 lawyers (on October 31 and November 13) on new contracting procedures and processes for making the public contracting mechanism more efficient. As part of this process, public contracting procedures were officially adopted into LRU's procurement system, as outlined in Decree 1510 of July 17, 2013. LRDP-trained lawyers replicated the session on December 10 with 47 additional

officials, contributing to the activity's sustainability and maximizing its impact. This activity improved the LRU's management capacity because increased staff awareness of legal obligations in relation to contracting reduces the risk the LRU will make mistakes in this area. If the LRU breaks the law, they could be investigated by government control agencies and potentially have to pay fines with tax payers' dollars. In addition to directing funds that could otherwise be put in the service of victims' rights and reparation, this could jeopardize the credibility of the agency and erode citizen confidence in the restitution process. The contracting manual that lawyers were trained on has contributed to an increase in the LRU's efficiency in procurement and public contracting processes. It has also promoted competition, risk management and transparency. Since adopting the manual, the LRU's efficiency has increased by 16.6 percent, when compared to the year before.

#### 1.1.3: Strengthen risk-based framework to manage security and coordinate with C12RT

*Instrument:* Technical assistance – consultant (s) – Update Security Protocols

LRDP contracted a consultant to update the security protocols originally developed under USAID's Public Policy Program. The updated protocols will be completed by the end of Q1 of the Y2 Work Plan.

#### 1.1.4: Strengthen the LRU Compensation Fund

*Instrument:* Technical assistance – consultant (s) – Develop financial model

LRDP is currently providing short-term technical assistance to design a cash flow management model that will allow the LRU's Compensation Fund to estimate future cash requirements in accordance with projected judicial rulings and

#### RESTITUTION FOR AFRO-COLOMBIAN COMMUNITIES

Law 1448 of 2011 establishes a comprehensive land restitution process for Colombians forced to flee from their land because of the internal armed conflict. In addition, the government issued Decree Law 4635 to promote the special and differential treatment of black, Afro-Colombian, Raizal, and Palenque Colombians, requiring relevant agencies to consider this population's specific territorial rights and their unique vulnerabilities.

Before the LRU prioritizes a restitution case for land that belongs to an Afro-Colombian community, it must conduct a preliminary study of the territory's conditions to determine the circumstances surrounding the alleged abandonment or takeover. Once the LRU decides to move forward, it conducts an in-depth study of the situation, known as a "characterization of territorial damages." To complete this analysis, the LRU records testimonies from affected communities and collects additional evidence to prove to the restitution judge that abandonment or takeover did indeed take place.

LRDP is assisting the LRU document and process the Eladio Ariza restitution claim as its first case for an ethnic community that does not yet have a collective title to their land. Through its support to this emblematic case, the LRU hopes to develop a solid legal foundation that it can replicate in similar circumstances.

restitution cases. In the future, LRDP will also provide technical support to help the LRU design complementary trainings about the fund, including, but not limited to, the financial modeling software.

### 1.1.5: Mainstream gender and ethnic minorities into LRU capacity building

*Instrument:* Direct implementation and technical assistance by LRDP staff

LRDP well exceeded its 100-person training goal and through direct implementation, trained 347 participants from 17 regional LRU offices on gender and minority themes in conjunction with the event described under 1.1.1. The training covered the Colombian constitutional framework that governs ethnic rights and gender equality, offered participants statistics and context about vulnerable populations, and stressed the importance of incorporating a gender and minority differential approach into the LRU's standard operating procedures, among other key topics. While the LRU is relatively advanced in how it approaches gender from an institutional perspective, at least in Bogota, this training took place with a wider variety of LRU staff than those who are typically exposed to gender topics. Administrative personnel and regional staff were in attendance, and these people are usually citizens' point of first contact. Improving their understanding of gender is strategic because they are well positioned to provide better service to beneficiaries at the local level if they understand the special challenges these populations face.

*Instrument:* Subcontract with COLEMAD – Legal representation of 75 women beneficiaries and Technical assistance – consultant (s)

LRDP set out to represent 75 female beneficiaries in restitution court cases in order to develop lessons learned and best practices in handling women's cases. A subcontract was signed with a local firm to carry out this work in February 2014. Unfortunately, that subcontract was terminated, primarily due to a shortage of women's cases for representation in Montes de Maria. A short-term consultant will now assist the targeted number of women beneficiaries during the first half of Y2, working in Cauca.

*Instrument:* Subcontract with CONSUCOL

#### ELADIO ARIZA COMMUNITY COUNCIL PURSUES RESTITUTION CLAIM IN BOLIVAR

LRDP's work with the community's restitution case has focused on contracting four consultants. These are not strangers to the community—all have local ties and experience. Two members of the community board participate directly in the consultancy.

The Eladio Ariza Community Council on the western fringe of Montes de Maria used to consist of 200 families with historical collective rights over 1,500 to 1,600 hectares of land. Before fighting between the FARC and paramilitaries forced people to abandon the area, the Community Council was not able to formalize their collective title over their full territory under the terms of Law 70 of 1993. Post-conflict, the community was reduced to less than half their original population. When they officially applied for a collective title to their territory in 2011, INCODER's initial finding was to only recognize their right to 600 hectares. The dilemma for the community is whether to use the restitution process to get official recognition of the remaining 1,000 hectares that their ancestors settled or whether to accept the reduced estimate of 600 hectares. A large portion of the land in question is now in the hands of large African oil palm plantation owners. Working together with trusted experts and empowering community leaders, LRDP is assisting the Community Council in deciding how best to proceed with their claim, and advising the LRU on handling their case and systematize lessons learned for replication under similar circumstances. With LRDP support, the community was able to bring back members of their diaspora to help them in the difficult decision-making process.

Roads are a major concern in the area. If no one can enter or leave, the community is in effect "confined." Confinement has been a tactic of war throughout the country. A trip to the municipal capital can take over three hours with passengers sitting on the roof of scarce public transport. Community members allege to not remember the last time the mayor sent any machinery to repair their access road.



LRDP's first subcontract signed during Y1 served to provide the LRU with targeted technical support to help the unit tailor its services to respect the rights and address the specific needs of ethnic and women victims of the conflict. As Y1 concluded, LRDP was finishing its support to the LRU to process the Afro-Colombian Eladio Ariza Community Council's restitution claim. Through its support to this emblematic case, LRDP is helping the LRU develop a solid case methodology and legal foundation that it can apply to other similar cases. An unexpected benefit of this support was to bring the Bogota-based LRU Ethnic Directorate closer to its branch in Bolivar and to raise awareness among regional staff of the differential needs of victims. Please see text box for additional information about this support.

In addition, under this subcontract, LRDP hired three experts to promote the incorporation of a differential approach in the framework of the land restitution process. Directly supporting the LRU's Social Directorate, the three consultants (one social expert in women's and children's issues, one legal expert in women's and children's issues, and one social expert in disabled and elderly issues) facilitated a review of the LRU's tools, updated forms to be more sensitive where appropriate, conducted legal analyses, developed a roadmap to help lawyers understand and apply a differential approach to their restitution activities, and compiled educational materials and best practices to guide the LRU to continue improving its practices.

## **Required Result 1.2: Improve procedures and advocate adoption of approaches to ensure that GOC meets its targets for restitution**

### **1.2.1: Support collective restitution procedures**

*Instrument:* Grant with DeJusticia for trainings

LRDP co-sponsored an internal LRU competition that brought together 21 teams from 17 regional offices to build public officials' capacities in areas that are key to developing the restitution requests that the unit must prepare and submit to specialized restitution judges and magistrates (including research, documentation, and development of legal foundations). The competition concluded on June 11, 2014, after seven rounds of mock cases from real-life scenarios. This exercise facilitated the LRU's handling of complex cases, including collective restitution procedures. It has improved the LRU's regional implementation of policy because in the context of this competition, staff from 17 regional offices built their capacity in the key processes described above. What's more, LRU has shared that the case material that LRDP prepared for this competition has been and will be used again in future trainings the unit has conducted/will conduct with regional public defenders' offices.

### **1.2.2: Support legal and administrative restitution reforms and their implementation**

*Instrument:* Direct implementation and technical assistance by LRDP staff

LRDP reviewed and provided input on the 2014 Senate Bill 197 ("Whereby complementary and modifying measures and administrative procedures are established and other regulations are issued to Law 1448 of 2011") that would have allowed the LRU more authority to administratively process restitution claims when there is no opposition. Unfortunately, the presidential elections complicated the political landscape and the bill was later withdrawn. During Y2, the Program will be prepared to provide further assistance to this legislation in the event there is political will to reintroduce the bill.

### **1.2.3: Evaluate micro- and macro-focalization criteria based on evidence gathered from improved restitution procedures**

*Instrument:* Direct implementation and technical assistance by LRDP staff and technical assistance from consultant(s) on technical dialogue

On July 16, 2014, LRDP supported the LRU in launching a "Technical Policy Dialogue." LRDP Deputy Chief of Party-Technical Ivonne Moreno and LRU Director Ricardo Sabogal presided over the inaugural event.

Following a panel format, the meeting tackled two challenging topics: macro-/micro-focalization (how the GOC determines whether an area is safe enough for restitution to proceed); and the post-restitution ruling process that focuses on promoting inter-agency coordination to make the claimant's return home more sustainable. During the event, both the Vice Minister of Defense and LRU Director verbally committed to identifying more direct communication and security determination channels between their two institutions to facilitate the restitution process. No formal agreements were reached in the context of this event; the format was designed to allow people to speak more freely and think "outside of the box," which was the intention. A second dialogue financed by the European Union was held on August 22, 2014.

#### **1.2.4: Support IKM framework to facilitate, monitor, and evaluate the restitution process**

*Instrument:* Subcontract with Estrategias Asociadas – LRU communication strategy, Technical assistance – consultant (s)

LRDP developed a package of communications-related support to: help the LRU gain and maintain the Colombian public's confidence in the restitution process by addressing misinformation in the media; and achieve greater clarity on the actual restitution process. Through a subcontract with a well-respected media firm, LRDP supported the LRU Director to develop and implement strategic messages, and worked to improve the LRU's positioning with regional media outlets. LRDP provided the LRU with ongoing support to review and adjust the LRU's public relations approach. Additionally, LRDP supported the LRU to conduct four training events to raise awareness and improve coverage of the restitution process with over 60 journalists at the regional level.

#### **1.2.5: Strengthen procedures and approaches to broaden participation of women, girls, teenagers, and Afro-Colombian and indigenous populations**

Please see activity 1.1.5.

### **Required Result 1.3: Strengthen capabilities of relevant GOC entities (IGAC, INCODER, and National Registry) to respond more efficiently and effectively to LRU requirements**

#### **1.3.1: Support the existing DNP and the Inspector General's review of restitution process bottlenecks and constraints to identify practical solutions**

*Instrument:* Direct implementation and technical assistance by LRDP staff and consultant (s) for the Multidisciplinary Case Clinic – Phase 1

Barriers to effective communication often block local actors from working together to resolve issues that have arisen as a result of initial restitution rulings. Potential local solutions also need to flow upward to policy makers. In addition, public servants simply do not have the tradition of coordinating with counterparts from other entities to the extent that the new restitution process requires. In this context, following months of preparation, the GOC,<sup>2</sup> with technical and financial support provided by LRDP, launched the "Multidisciplinary Case Clinic" (MCC) on April 24 and 25 in the department of Meta. Local civil servants shared experiences and brainstormed solutions to overcome hurdles preventing their effectiveness. Three additional MCCs followed: one in Bogota in July, one in Cali (Valle) in August, and a final MCC in Cucuta (Northern Santander) in September 2014. The case clinics have generated



<sup>2</sup> The MCC is a joint initiative of the LRU, IGAC, SNR, and INCODER.

lessons learned for all entities involved – not just the LRU. The IGAC, SNR and INCODER's active participation and coordination in these spaces has contributed to an ongoing improvement in policy implementation. While each clinic analyzed specific cases, the way difficulties were resolved in each circumstance is a kind of roadmap for how institutions can act in future situations.

The model of using an interagency space where information sharing, learning, and collaboration are encouraged will help the LRU better manage its institutional knowledge to avoid previous mistakes and replicate successful strategies, resulting in a higher quality of cases. However, while these clinics are planned to continue in Y2, there will be essential adjustments to ensure compliance with institutional commitments made during the MCCs. Also, to take advantage of an opportunity to strengthen existing venues where MCC entities already participate, the management of the MCC will be taken over by the local National System for Victims' Assistance and Comprehensive Reparations (SNARIV) land restitution subcommittees.

### **1.3.2: Strengthen capacity of organizations to respond to LRU requirements through national and regional trainings**

*Instrument:* Grant with Cordupaz for Restitution Certificate Course

LRDP teamed up with several local universities, LRU Cordoba, civil society, the Organization of American State's Mission to Support the Peace Process in Colombia, and governmental control agencies to offer 49 students in Cordoba with 105 hours of expert instruction over three months (May, June, and July). Each of the course's 21 sessions ran for five hours and addressed topics such as Land and Political Power in Colombia; Limits of Transitional Justice; Land Restitution Process – Administrative, Judicial, & Post-Ruling Phase; Differential Approaches; and Importance of Law 1448 of 2011 for Peace and Reconciliation. The curriculum was designed to empower victims and the NGO representatives who support them to utilize existing tools defined in the law to protect and claim their rights.

Students, including victims, victims' representatives, journalists, and public officials from the institutions involved in the land restitution process, graduated with a better appreciation and knowledge of Law 1448 of 2011. The course succeeded in increasing skills and knowledge of GOC officials about how to apply the law, especially those aspects related to land restitution. Journalists finished the course with a solid conceptual foundation of the law and its implementation to better inform the public about this new public policy in a transparent and effective manner. The certificate course was conceived of as part of a strategy to increase public confidence and break a code of silence surrounding the restitution process in Cordoba. Conducting the training course in Cordoba, one of the departments most affected by the armed conflict, also had important symbolic implications. Many of the students were themselves victims of land takeovers and forced displacement. Based on feedback received from victims and public officials, LRDP plans to replicate and scale up this initiative, as well as design more in-depth trainings that cover specific topics of interest.

### **1.3.3: Strengthen GOC awareness of gender and minority concerns**

*Instrument:* Grants – APS

In Y1, LRDP decided to finance two of the 21 proposals received in response to its APS. Both of these projects will initiate technical activity in Y2, but the intensive process of circulating the APS and collecting proposals from grassroots groups took place in Y1:

- *Consultancy for Human Rights and Displacement (CODHES):* This effort will raise awareness of the contents of the specific Decree Laws governing the restitution process for ethnic territories and sensitize legal authorities about this legal framework. By building capacity through a series of intercultural dialogues between legal authorities and traditional leaders, it is expected that ethnic communities will be better able to claim their territorial rights through the restitution process.

- *Corporación Familia Ayara: Familia Ayara*, an NGO founded in 1996 by a group of Colombian youth, draws on hip hop culture's potential to promote positive youth development by engaging young people in a language that is relevant to their daily lives. LRDP is supporting *Familia Ayara* to spread knowledge about legal land rights to youth in Northern Cauca. Their proposal includes a strategy to scale up and replicate the project in other LRDP regions.

Please also see activity 1.1.5.

## **Required Result 1.4: More efficient and effective inter-institutional coordination between GOC institutions to support and implement the land restitution program**

### **1.4.1: Enable SNARIV's capacity and functionality**

*Instrument:* Direct implementation and technical assistance by LRDP staff and consultant (s) – Restitution Subcommittee

LRDP has supported the implementation of the legally mandated SNARIV process at the regional level through the formation of land restitution subcommittees. A stronger land restitution subcommittee that is capable of requesting anticipated funds and executing government resources will be better positioned to implement restitution rulings and deliver justice to victims at the local level. In particular, LRDP provided direct technical assistance to strengthen land restitution subcommittees in Sucre, Bolivar, and Cordoba during Y1. Conversations have taken place in Cauca to advance the establishment of subcommittees there as well. This initiative, which is planned to continue in Y2 and will expand to LRDP's other focus regions, has aimed at troubleshooting difficult cases and resolving bottlenecks.

Specific accomplishments include:

- Establishment of a legal entity for the Sucre Land Restitution Subcommittee through technical and legal support to the design of the Administrative Act Decree 0181 of 2014.
- Development and distribution for comment of a protocol for delivery of restituted plots. This was approved by the Sucre Land Restitution Subcommittee, and aims to streamline the LRU's restitution process.
- Coordination of methodologies in microfocalized areas and development of individual and community strategies to facilitate restitution beneficiaries' return home in the post-ruling restitution stage. LRDP has provided support on the methods that GOC entities can use to improve communication with citizens to promote a smoother transition during the various stages of the restitution process – a transition that respects the dignity of the beneficiaries. The results of this initiative will be systematized and shared with USAID at the beginning of Y2.
- Technical and logistical support for national SNARIV session, scheduled for October 4, 2014 in Sincelejo.

*Instrument:* Subcontract – Protection Measures in Montes de Maria

While recording a property in the Registry of Abandoned Land (RUPTA) can provide a certain degree of protection for informal properties, there are significant limitations that leave many properties at risk. LRDP is helping to conduct an assessment of current registry protection measures to encourage this important process. In Y1, LRDP began work (circulating the idea and requesting feedback, and soliciting support) on an assessment of protective measures in Sucre, Bolivar, and Cordoba as a way to strengthen the regional Transitional Justice Committees in these departments. As the year ended, the request for proposals (RFPs) to conduct the full evaluation had just finalized. Work will continue in Y2.

### **1.4.2: Strengthen Transitional Justice Committees and other regional coordination entities**

Please see activity 1.4.1.

### **1.4.3: Strengthen GOC subnational government ability to implement restitution**

Please see activity 1.3.2 and 1.4.1.

### **1.4.4: Provide support for inter-institutional coordination meetings and venues**

Please see activity 1.3.1.

### **1.4.5: Improve GOC coordination on gender and minority ethnic issues**

Please see activity 1.1.5 and 1.3.3.

## **Required Result 1.5: Support the Strengthening of the GOC for post-judicial rulings implementation**

### **1.5.1: Support analysis of judicial rulings and strengthening of post-judicial ruling actions from the point of view of “Do No Harm”**

*Instrument:* Direct implementation and technical assistance by LRDP staff and consultant (s) – Secondary Occupants

Due to poverty and lack of access to legal services, some present occupants of land yet to be restituted to others under Law 1448 of 2011 may be unable to prove their good faith status. From September through December 2014, LRDP will assist the LRU to carry out a study of the status and location of 50 families previously selected by the LRU in microfocalized zones in Sucre and Meta who are primary candidates to receive assistance from the Public Defender’s Office and other GOC agencies.<sup>3</sup> Through direct implementation, LRDP has initiated efforts to support the GOC increase the capacity of the Public Defender’s Office to provide quality legal representation to secondary occupants. By the end of Y1, LRDP support had led to an agreement between the LRU and the Public Defender’s Office to develop a training strategy that will strengthen regional public defenders.

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<sup>3</sup> It is important to point out that the term “secondary occupants” refers to those individuals or families, who, at the moment the restitution process mandated through Law 1448 of 2011 came into effect, were occupying the plots that would eventually come to be restituted under the law. In reality, while the LRU refers to this population as “secondary” occupants, occupants may be the third, fourth, fifth, etc. person to occupy a plot.



## EVOLVING RESTITUTION DYNAMICS IN MONTES DE MARIA – THE CASE OF “LA MARQUEZA,” IN COLOSÓ (SUCRE)

The restitution of La Marqueza was relatively simple for the LRU. Each family recovered their 6.5 hectares that had previously been adjudicated (but not registered) by INCORA 25 years ago. In the context analysis the LRU prepares for each restitution request, the unit found no evidence of previous/forced sales, no secondary occupants challenged the campesinos' claims to the land, and no one opposed the restitution case in court. The August 2013 restitution judge's ruling required the LRU to provide each campesino with a title and a productive project (this community has decided to grow crops like yucca and raise dairy cattle) financed by the LRU. For many reasons, this straightforward example is not typical.

Several questions regarding the cost and sustainability of the restitution process as presently implemented emerged from the La Marqueza restitution experience. First, why is the LRU engaged in renting bulldozers and purchasing cattle for the campesinos? Should this be the responsibility of INCODER or MARD to free the LRU to



The six campesinos seen above in front of a dilapidated building on their restituted property in La Marqueza, Colosó (Sucre), abandoned their farms in the early 2000s because of escalating violence and combat between the FARC and paramilitaries. “Fear made us leave,” many said. “They didn’t threaten me directly, but every eight days someone died...” After abandoning their property to flee to the safer confines of Sincelejo and other urban centers in the region, their property was intermittently used as a base of operations for fighters in the area.



The LRU allotted each restitution beneficiary with 15 hours of rented bulldozer time to construct water reservoirs on their property, a critical investment given the increasing lengths of droughts and unpredictability of rainfall.

focus on processing

cases? Second, the LRU may be setting the bar too low for the campesinos by investing in productive projects that only aim to yield a minimum monthly salary that will not protect against future economic shocks. It could be argued that the present policy is “replanting poverty.” LRDP asserts investment in productive projects must be more strategic and in line with some more comprehensive vision for rural development—one that capitalizes on the region’s strengths, such as, in the case of La Marqueza, the access to roads/markets, rich soil, and a long growing season. The restitution process is an important symbolic and material contribution to peace and reconciliation in Colombia. In addition to considering restitution as a cornerstone of the government’s transitional justice project (justice, truth, reconciliation, and guarantees of non-repetition), it must also be critically analyzed from a public investment standpoint. Part of LRDP’s mandate is to help the GOC analyze these issues and undertake requisite policy reforms.

### Completed Activities – Year 1

Y1 activities not listed in this chart are currently ongoing and impact will be reported in future quarterly reports.

#### Component 1: Increase Capacity of the GOC Land Restitution Unit and Relevant Agencies to Restitute Lands to Victims of Conflict

Activity	Implementation Instrument	Status	Impact on Regional Policy Implementation to Date
<b>1.1.1: Strengthen LRU performance management</b>	Direct implementation and technical assistance by LRDP staff – Application of RIA with 270 LRU employees from 96 percent (23/24) of the LRU’s offices on July 10, 2014 in Girardot (Cundinamarca)	<i>Complete</i>	Findings used to structure future LRDP support at the regional level.
<b>1.1.2: Increase capacity of LRU to outsource and decentralize services in support of processing restitution claims</b>	Direct implementation – Training LRU lawyers in contracting procedures and processes	<i>Complete</i>	LRU contracting procedures are centralized in Bogota. Improved LRU management capacity through increased staff awareness of legal obligations in relation to contracting reduces the risk the LRU will make mistakes in this area, avoiding legal, financial and credibility risks and improving overall policy implementation, including but not limited to performance at the regional level.

<b>1.1.5: Mainstream gender and ethnic minorities into URT capacity building</b>	Direct implementation and technical assistance by LRDP staff – Training of 347 LRU public officials from 17 regional LRU offices on gender and minority themes on July 10, 2014 in Girardot (Cundinamarca)	<i>Complete<sup>4</sup></i>	Training was with LRU administrative personnel and regional staff, who are usually citizens' first contact at the regional level. Improving their understanding of gender was strategic because they are best placed to provide better service to beneficiaries at the local level when they understand the special challenges these populations face.
<b>1.2.1: Support collective restitution procedures</b>	Grant with DeJusticia for trainings- LRU internal competition	<i>Complete</i>	Improved LRU regional policy implementation resulted from staff being more equipped to deal with complex cases (including collective restitution procedures), thanks to the issues explored in the context of this competition. Materials LRDP prepared for this competition have been and have/will be used in past/future trainings the LRU has/will conduct with regional public defenders' offices.
<b>1.2.3: Evaluate micro- and macro-focalization criteria based on evidence gathered from improved restitution procedures</b>	Direct implementation and technical assistance by LRDP staff and technical assistance from consultant(s) on technical dialogue	<i>Complete</i>	Improved communication channels at the national level are an important foundation for regional impact.
<b>1.3.1: Support the existing DNP and the Inspector General's review of restitution process bottlenecks and constraints to identify practical solutions</b>	Direct implementation and technical assistance by LRDP staff and consultant (s) for the Multidisciplinary Case Clinic – Phase 1	<i>Complete</i>	The case clinics have generated lessons learned, contributing to the ongoing improvement in policy implementation. While each clinic analyzed specific cases, the way difficulties were resolved in each circumstance is a kind of roadmap for future situations.
<b>1.3.2: Strengthen capacity of organizations to respond to URT requirements through national and regional trainings</b>	Grant with Cordupaz for Restitution Certificate Course	<i>Complete</i>	The certificate course was conceived of as part of a strategy to increase public confidence and break a code of silence surrounding the restitution process in Cordoba. Conducting the training course in Cordoba, one of the departments most affected by the armed conflict, also had important symbolic implications. Many of the students were themselves victims of land takeovers and forced displacement.

## COMPONENT 2: STRENGTHEN THE CAPACITY OF THE MINISTRY OF AGRICULTURE AND RELEVANT GOC AGENCIES TO FORMALIZE RURAL PROPERTY

Several factors complicate land formalization in Colombia. Costs associated with numerous requirements result in perverse incentives, both for the property owner and the state, which encourage informality. In addition, the legal framework is overly complex and not always coherent. The current legal regime does not facilitate formalization. As a result, legal uncertainty is pervasive. Institutional capacity, both at the executive and judicial level, is not sufficient to resolve the enormous issue of informality.

In Y1, LRDP focused its formalization efforts on:

- Developing a pilot project for an operational procedure and a plan for mass registration of INCODER adjudication or titling resolutions
- Reviewing and revising the legal and regulatory framework for land formalization

<sup>4</sup> Two of this activity's three sub-activities are still ongoing and impact will be reported in Y2.

- Conducting a rural property formalization pilot in Montes de Maria
- Developing and delivering inputs to DNP's Rural Mission

LRDP direct assistance played a fundamental role in promoting the interagency coordination and cooperation that is required for progress on formalization to be made.

## **Required Result 2.1: Increase capacity of INCODER and GOC institutions to improve and implement agrarian administrative processes related to land formalization and public land management**

### **2.1.1: Strengthen INCODER's performance management systems**

*Instrument:* Direct implementation

LRDP initiated support of an interagency project, led by INCODER and SNR, for large-scale formalization of already adjudicated state lands (*baldíos*). For decades, INCODER focused on adjudicating *baldíos*, but it often did not take the final formalization step of recording titles at the land registry. Estimates of the total universe of titles issued by INCODER awaiting registration vary widely, but the numbers are significant.

Formalization of these *baldío* adjudications and other awards from the National Agrarian Fund (FNA in Spanish) requires strong inter-institutional coordination and data sharing. Over the past several months, LRDP has coordinated with relevant GOC actors to establish a needed working group where government agencies responsible for land issues (such as MARD, INCODER, SNR, Agustín Codazzi Geographic Institute's [IGAC], LRU, and the Rural Agricultural Planning Unit) have been harmonizing and coordinating their actions to conduct mass formalization of *baldíos*.

*Instrument:* Consultant (s) – Database cross reference and subcontract with CONSUCOL – Registration of INCODER adjudication resolutions and preparation of massive operational methodology

Through a subcontract with CONSUCOL, LRDP began supporting a pilot project working with five regional INCODER offices (Amazon, Antioquia, Caldas, Cauca, and Huila). One aspect of the pilot is the review of unregistered titles issued between 2009 and 2013 (considered to be “low-hanging fruit” for formalization purposes) and preparation of the required documentation to register resolutions related to *baldío* and FNA land awards. A team of 40 people have been dispatched to field locations depending on local needs. The purpose of their work is to contribute to the design of plans to register land awards on a massive scale, support inter-agency coordination, and make recommendations based on this pilot experience. Through this fieldwork, INCODER has gathered important information about how it can improve its administrative and operational procedures. Findings from the field include: information in the database may not match the situation on the ground; digital files may not correspond with information stored in hardcopy; and several titles do not comply with all requirements in order to be registered. Although this activity is taking place in several departments outside of LRDP's current regions, the experience will support similar cases in LRDP regions. LRDP will program a formal meeting with USAID when the project is in its final stages.

### **2.1.2: Increase capacity of INCODER to outsource services**

Activity on hold pending GOC decision on INCODER's future.

### **2.1.3: Reform administrative procedures and agrarian processes to secure rights in land and property**

*Instrument:* Technical assistance – consultant (s) – Legal and economic analyses

Titling of state land is the most common agrarian process, but at the same time, it has been rife with problems that have resulted in inefficient processing, excessive costs, and a considerable backlog. In Y1, as a part of the interagency project to formalize adjudicated *baldíos* on a large-scale described in 2.1.1 above, LRDP hired a short-term consultant to take the findings of the pilot project mentioned above into consideration while conducting a review of the current legal regime in order to simplify the complexity surrounding agrarian and administrative processes. This analysis, which is still underway, will likely result in recommendations for relevant GOC entities, primarily INCODER, to take action to improve the titling process.



## 2.1.4: Support development of land tenure plans (LTPs) to guide property formalization efforts

*Instrument:* Technical assistance – consultant (s) – Pilots and municipal plans

The MARD Rural Property Formalization Program (RPFP) will no longer implement regional formalization pilots. Instead, MARD will back municipal formalization plans. In addition to changing the function of the central government, this policy shift will require capacity at the local level to develop and implement these plans. LRDP is supporting the development of the formalization plan mechanism for two municipalities in Montes de Maria. In the future, LRDP will also provide technical assistance to identify local and sustainable funding sources to execute plans.

More specifically, LRDP's Montes de Maria Rural Property Formalization Pilot has three strategic thrusts, each of which is expected to yield an important product. Those approaches and their products are:

1. Collect information from the field about formalization processes (leading to documentation, assistance and registration of 500 titles, and the systematization of the findings encountered in the process of doing this);
2. Expert analysis of bottlenecks (resulting in four technical reports based on the information collected through fieldwork); and
3. Municipal formalization plans (two plans are expected to be produced).

Municipal formalization plans produced with LRDP support will take relevant land use planning tools into consideration. This includes, but is not limited to, restitution processes, PDRIETs, Municipal Land Use Plans (POTs in Spanish), Watershed Management Plans (POMCAs in Spanish) and other criteria or land use requirements/restrictions as established by Colombian law.

In Y1, a seven-person short-term consultant team composed of five lawyers, a social worker, and a cadaster expert were deployed to El Carmen de Bolivar and specifically to the Macayepo area to collect important field data and initiate the process of registering the 500 titles mentioned above. This pilot, which began in May, is expected to be completed in December 2014. For more information about how formalization processes overlap with restitution, please see the text box below.

### GOC MUST HAVE A COMPREHENSIVE APPROACH TO LAND FORMALIZATION AND RESTITUTION

In order to reduce conflicts and facilitate synergies that allow for more efficiency in both formalization and restitution processes, LRDP is undertaking a pilot project in Macayepo (El Carmen de Bolivar, Bolivar), which is an area representative of these types of conflicts, despite INCODER's Accord 266/2011, which was issued to address this situation.

"Carare," in Macayepo, is a communal plot, originally owned by the National Agrarian Fund, that was adjudicated to a group of campesinos, but whose titles were not duly formalized. Now when campesinos go to request individual titles, the situation is very confusing because a few of these plots are also being claimed through restitution processes.

One aspect of LRDP's Montes de Maria formalization pilot is the construction of two municipal formalization plans. The concept of a "plan" is still evolving, but will likely include a characterization of the tenure situation in the municipality, a determination of roles of responsible actors, and a set of different methodologies for formalizing and organizing rural property in the municipality depending on the specific characteristics of the land. Land use plans and environmental restrictions will be taken into consideration as part of the plan to formalize property rights, and LRDP is supporting the GOC to harmonize formalization efforts with the land restitution process.



Mr. Antonio is a farmer from the property "Carare," in the small town of Macayepo in the municipality of El Carmen de Bolivar.

## 2.1.5: Strengthen local capacity to design and implement formalization and LTPs including social development

*Instrument:* Technical assistance – consultant (s) – Pilots and municipal plans

Please see activity 2.1.4.

## 2.1.6: Strengthen gender formalization and titling of Afro-Colombian and indigenous populations

*Instrument:* Technical assistance – consultant (s) - Pilots, municipal plans and analysis of barriers to formalization

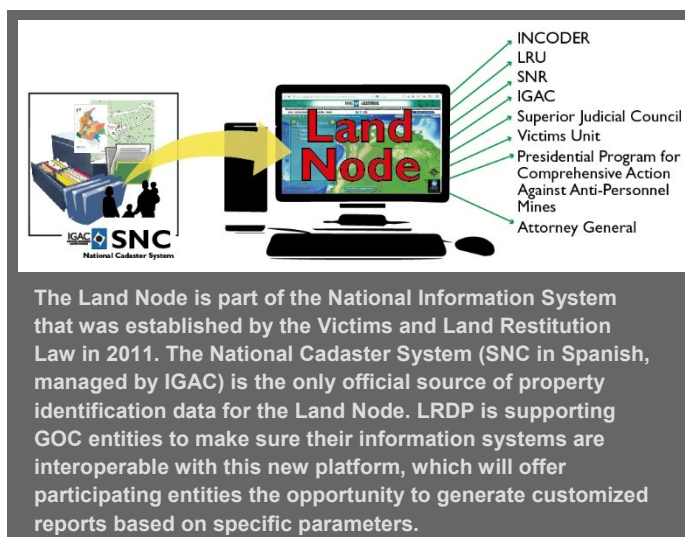
Under the support delivered through activity 2.1.4, LRDP is preparing a series of four technical reports based on data collected in the field that contain expert analysis of formalization bottlenecks. One of these reports is focused on identifying procedures that may discriminate against women's equal access to the formalization process.

## Required Result 2.2: Increase capacity of the MARD and GOC institutions to execute property formalization on public and private lands

### 2.2.1: Support Land Node development under Component 4 to improve inter-agency coordination and strengthen formalization efforts<sup>5</sup>

*Instrument:* Technical assistance – consultant (s) - Pilots, municipal plans and Land Node

As the second part of the interagency project to formalize adjudicated *baldíos* on a grand scale (mentioned above under required result 2.1), LRDP is providing technical assistance to the GOC to mobilize a team of software engineers to develop three technological applications: a tool that will allow INCODER direct access to information from the SNR's land registry; a tool to grant SNR and Office of Public Registry (ORIP) offices direct access to INCODER's database; and a tool to feed INCODER and SNR information into the IGAC's database (once all information has been validated and organized). These three applications will also be incorporated in the Land Node (please see text box). At the end of Y1, LRDP is in the process of hiring these software engineers.



### 2.2.2: Support the Ministry of Agriculture and related authorities with the design and formulation of massive property formalization efforts

*Instrument:* Subcontract with OPEBSA – feasibility report, analysis of formalization bottlenecks and new formalization bill

LRDP has devoted substantial effort to helping the GOC develop a systematic approach to registering the country's entire universe of estimated informal plots. In conjunction with this strategy, LRDP is supporting the GOC to address the limitations of the current legal framework, which is not adequate to facilitate formalization on a large scale.

An initial meeting was held with the Minister of Agriculture and other high-level actors on June 10, 2014, to discuss the development of a draft formalization bill to address current bottlenecks and limitations. LRDP helped organize four working group meetings about the bill between May 22 and July 8 with key GOC entities.

In addition, on July 15 and 16, LRDP, through its local subcontractor OPEBSA, catalyzed the GOC's current effort to reform its land formalization legal regime by harnessing lessons learned and collecting best practices

<sup>5</sup> In lieu of using the phrase Unified Land Administration System, the Program is referring to this initiative as the Land Node, which is the official GOC information sharing system established through Law 1448 of 2011.

from 27 regional formalization pilots (MARD's 25 and two run by international cooperation-funded projects) at a workshop in Cartagena. This was the first time that all institutional and international cooperation actors working on the issue were in an information sharing environment to develop inputs for a new bill to achieve massive and agile land formalization processes.

At the end of Y1, a first draft of the bill had been presented to USAID and the GOC. LRDP is incorporating feedback into a second draft, which will be circulated for additional comments and adjustments. If a bill is not the most appropriate path to reform, LRDP is also exploring complementary normative adjustments.

*Instrument:* Direct implementation – Inputs to DNP Rural Mission

LRDP is directly supporting the DNP's "Rural Mission," a group of experts led by renowned Colombian economist José Antonio Ocampo, convened to assist the national government develop a rural and agrarian policy for the coming years. Specifically, LRDP is helping the GOC formulate a comprehensive land tenure planning policy. On September 24, the leader of LRDP's formalization component presented an initial document with recommendations on "Guidelines for a Rural Property Land Tenure Policy in Colombia." These are recommendations on how to implement land management and land use in a way that incorporates policies such as restitution and formalization, and includes mechanisms for comprehensive land access. The presentation was well-received by high-level (current and former) GOC officials.

Thursday, September 25, 2014

Dear LRDP team,

I would like to congratulate [LRDP] for the excellent presentation given yesterday at DNP [...]. The audience was satisfied with the information provided and it did indeed open up a strategic discussion regarding the core issues that need to be addressed by the GOC in [the Rural Mission]. [...]

Congratulations to all,

Regards

Marcela

[Marcela Chaves, USAID LRDP COR]

*Instrument:* Direct implementation – Support comprehensive set of official guidance on formalization paths

At present, the MARD RFPF's guidance on land formalization only addresses private property. If one would like to formalize public land, there is no official source of guidance. LRDP is supporting the GOC's effort to develop a new set of official guidelines that includes both private and public land formalization.

Please see activity 2.1.1 and activity 2.1.4.

### **2.2.3: Strengthen and integrate cadaster and registry systems to support land and property formalization**

Please see activity 4.1.1.

### **2.2.4: Strengthen the capacity of judges to process and rule on land and property formalization cases**

*Instrument:* Technical– consultant (s) - Pilots, municipal plans and analysis of barriers to formalization and Subcontract with OPEBSA - feasibility report, analysis of formalization bottlenecks and new formalization bill

Please see activity 2.1.4 and 2.2.2.

### **2.2.5: Strengthen the capacity of departments and municipalities to support land and property formalization**

*Instrument:* Technical assistance – consultant (s) – Pilots and municipal plans

Please see activity 2.1.4.

## LOCAL LESSONS LEAD THE WAY TO SYSTEMATIC LAND FORMALIZATION



Mrs. Leon holding title alongside daughter and granddaughter in Buenos Aires (Cauca) on September 15, 2014. Mrs. Leon reports sincere gratitude for her family's new title, which she said she could have never obtained without the help of the MARD Rural Property Formalization Program.

Mrs. Leon of the municipality of Buenos Aires (Cauca) received the title to her property in June 2014. Buenos Aires is one of the municipalities participating in the MARD's RPFP. Estimates suggest that over 60 percent of the property in this municipality lacks fully consolidated titles. Since 2012, MARD's RPFP has begun to process titles for 1,400 parcels in the area (40 percent of the total in Buenos Aires). One hundred four cases are before judges, 25 titles have been issued, and 30 titles are ready to be issued. The relatively slow pace, as evidenced by the small number of titles issued after two years of RPFP intense support, are a reflection of regulatory deficiencies in the land titling process. Seventy percent of the 1,400 parcels in progress require going through a complex judicial determination process, despite the lack of opposition, which dramatically increases the cost and length of time it takes to issue a title. With the 1,400 titles being processed, local judges are overwhelmed and some sort of surge support is being considered.

Under the current legal and policy regime, Mrs. Leon, a 70-year old woman head of household with limited income, would have had to pay more than US\$1,500 to process her title, which was covered by

MARD and an NGO. In its first year, LRDP helped the MARD apply lessons learned from these RPFP municipal titling efforts into a draft of a new bill on land formalization. LRDP direct technical assistance also contributed to GOC consensus on the focus of the reform. The bill aims to:

- Establish an independent and standalone judicial formalization procedure;
- Specify what institutional modifications are necessary to make formalizing a property a quick, easy, and affordable process, including through improved interagency coordination;
- Reduce excessive costs and shift fiscal responsibility off individuals like Mrs. Leon to the state where appropriate; and
- Determine what role municipal governments will play in the formalization process and how local GOC institutions will relate with their national counterparts.

The LRDP-supported proposed reform contemplates streamlining (in terms of speed and complexity) the judicial process in at least two ways: through the use of alternative conflict resolution mechanisms where there is opposition, and enabling judges to make easier and quicker decisions (some on a larger scale by empowering the judges to group cases together) in cases where there is no opposition.

### 2.2.6: Strengthen the access of women, teenagers, and Afro-Colombian and indigenous communities to property formalization services

*Instrument:* Technical assistance – consultant (s) – Pilots, municipal plans and analysis of barriers to formalization

Please see activity 2.1.6.

### Required Result 2.3: Increase capacity of INCODER and GOC institutions to recover illegally purchased, illegally used, or inappropriately occupied lands and manage the inventory of DNE properties and other properties reverted to its jurisdictional authority for use in land and rural development programs

Originally seven deliverables were contemplated in the Y1 work plan for this required result and its three activities. It was decided that the best way to achieve this required result was through the provision of inputs to help the GOC conceptualize and prepare to execute the new land fund discussed under the framework of the "Comprehensive Rural Reform" accord announced in 2013 as part of the peace talks in Havana. Discussions are presently underway with the Peace Commission on the specific inputs that LRDP can provide to the design of the new fund. We expect movement under this required result during the first quarter of the Y2 work plan.



## Completed Activities – Year 1

Y1 activities not listed in this chart are currently ongoing and impact will be reported in future quarterly reports.

### Component 2: Strengthen the Capacity of the Ministry of Agriculture and Relevant GOC Agencies to Formalize Rural Property

Land formalization is a complex process that requires substantial structural changes and buy in from multiple GOC agencies. As described above, LRDP has made significant progress advancing formalization on a number of fronts. All of the activities begun in this component during the Program's first year will continue past September 30 and impact will be reported in future quarterly reports.

## COMPONENT 3: INCREASE THE OPPORTUNITIES FOR SUSTAINABLE LICIT RURAL LIVELIHOODS IN CONFLICT-AFFECTED AREAS

Required results for LRDP's rural development component were changed through the Y1 Work Plan development and approval process. A required result for "Support GOC for the adoption and implementation of territorial rural development policies, standards, operational procedures, and legislation that have regional impact" was eliminated and a new required result for "Build capacity and ability of national and local GOC entities to respond to sector's challenges and commitments resulting from the peace talks" was added. As agreed to with USAID, specific activities under required result 3.4, "Attract private-sector investment in conflict-affect rural communities to generate greater opportunities for viable livelihoods" were not implemented during the first year of the Program.

LRDP actions during the first year focused on addressing weak institutional capacity to promote rural and agricultural development, particularly at the local government level. Public policy sectorial instruments do not reach where they need to and regions lack the resources and capacity to contribute to their own comprehensive rural development. One result is the lack of effectiveness in rural areas and minimal impact of rural public investment, which is still very low when compared to urban areas. As part of the resolution of the agrarian strike in September 2013, the GOC entered into an Agrarian Pact, which generated thousands of bottom-up, municipal-level proposals that the GOC must prioritize and finance before the end of 2014. The GOC has made rural investment a higher priority, reflected in a significant increase of the sector's budget as well as initiatives such as the Rural Mission and the Peace Accords. However, disbursing these funds to support rural development initiatives in the regions presents a key challenge.

LRDP supported more than 115 community events in which close to 5,000 people from the 37 municipalities of Montes de Maria, Northern Cauca, and Southern Tolima came together to identify rural development policy priorities and potential projects that create better opportunities for sustainable livelihoods. Overall, the Agrarian Pact received 4,400 community-generated project proposals from 641 municipalities. Eighty percent of the projects proposed were productive in nature. The Program helped the GOC collect, organize, and classify over 98,554 public policy proposals to reform the sector through this mechanism—these proposals are valuable community expressed strategic priorities and require GOC action to implement some of them.

### SPOTLIGHT ON: AGRARIAN PACT

LRDP provided support to the GOC's Agrarian Pact initiative through subcontracts with CPT, Crepic, and Observatorio del Caribe (see activity 3.1.1) and a subcontract with Fundacion Ideas Para la Paz (see activity 3.1.2).

#### Main Achievements of the Agrarian Pact Methodology

1. Key stakeholders hailed the Agrarian Pact methodology as a highly and historically participatory approach to the discussion of rural development priorities across different levels of government. The participation at the local level was 43% producer associations and cooperatives; 23% public institutions, 17% civil society organizations, and 17% professional trade associations (*gremios*).
2. MARD and the Ministry of Finance have 0.7 billion Colombian pesos to fund these priorities.
3. Local stakeholders participated by presenting productive project proposals (five per municipality) and by providing ideas about how they envision agriculture secretaries and other local actors taking responsibility for rural development initiatives at the local level. This methodology was accepted in the regions by civil society and associations.

#### Potential Uses of this Information Other than the Agrarian Pact

1. 2015–2018 GOC National Development Plan
2. Elaboration of municipal development plans in 2015
3. Inputs for secretaries of agriculture's strengthening plan
4. Internal USAID projects that support rural development initiatives in the regions

## **Required Result 3.1: Increase capacity of national and local GOC entities to design, coordinate, and implement rural development plans with territorial focus and promote community participation**

### **3.1.1: Support the implementation of rural development programs, including land use plans (LUPs)**

*Instrument:* Subcontracts with Tolima Productivity Center (CPT in Spanish), Crepic, and Observatorio del Caribe

LRDP supported the strengthening of CMDRs in 37 municipalities and Departmental Rural Development Councils (CONSEAs) in four departments. LRDP support focused on providing technical assistance to design 110 projects using the General Adjusted Methodology (MGA).<sup>6</sup> Ninety-nine projects were structured at the municipal level and 11 were regional initiatives. Most of these projects are expected to receive funding through the Agrarian Pact mechanism, or to be presented to rural development committees that will manage resources for regional rural development plans. LRDP will support these venues in Y2.

It is important to mention that this activity was not included in LRDP's Y2 WP, and was also proposed for elimination through the contract modification process. Nevertheless, implementation of municipal formalization plans, restitution processes and PDRIETs will take Municipal Land Use Plans (POTs in Spanish), Watershed Management Plans (POMCAs in Spanish) and other criteria established by Colombian law into consideration. They will also comply with USAID environmental regulations.

### **3.1.2: Support community participation in the development of bottom-up rural development policies and programs**

*Instrument:* Subcontract with Fundación Ideas para la Paz (FIP)

The Agrarian Pact was structured to collect two types of proposals from Colombian campesinos. In addition to proposals that improve rural farmers' productive capacity and boost competitiveness (described above under activity 3.1.1), communities could also submit an unlimited number of policy suggestions in five core areas:

1. Vision for rural development policy (e.g., "Where are we and where are we going?");
2. Land and water (e.g., land and water use and planning, property rights, access to land, formalization and restitution);
3. Productive components (e.g., research, technical and management assistance, commercialization, storage and purchase mechanisms, financial services);
4. Social and economic infrastructure and public goods (e.g., roadways, energy, education, housing); and
5. Institutional structure (e.g., nation-region coordination, budget allocation and execution).

LRDP helped the GOC collect, organize, and classify over 98,000 public policy proposals from 641 municipalities. LRDP's analysis of the policy proposals shows that across the country, communities are most interested in productivity issues, economic and social infrastructure and public services, institutional structure, land, and water. Within these core areas, the most significant needs that emerged are administration of productive projects, secondary and tertiary roadways, institutional strengthening at the local level, and irrigation districts.

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<sup>6</sup> The MGA is a tool that the GOC uses to identify, prepare, evaluate, and schedule investment projects. By constructing a decision tree, the GOC formulates the objectives of the proposed investment project and develops the causes, effects, and alternative possible solutions to the problem. Later, the possible solutions subject to a feasibility analysis that assesses technical (legal and environmental, among others) and financial constraints. These studies enable the GOC to make good technical decisions about public investments. The projects that are evaluated with the MGA generate Basic Investment Statistics, with which the GOC (Ministry of Finance and DNP) makes budget requests for public investment.

Additionally, LRDP delivered support to MARD to classify 4,400 proposals that are currently under evaluation for financing with Agrarian Pact resources. Eighty percent of these initiatives were productive projects. The GOC can draw upon these inputs to construct medium- and long-term planning and implementation tools to promote rural development. In particular, LRDP is focusing on those ideas prioritized by local communities that are best suited for possible inclusion in the next National Development Plan.

*Instrument:* Grant with Fundación Semana

LRDP supported the development of 158 community events in Montes de María that involved the participation of 4,148 people. The inputs collected from these meetings will be fed into seven regional “project profiles,” which are initial drafts of MGA-structured requests for budget allocation. This methodology, developed to encourage participation and empower communities and campesinos, will be applied in other LRDP regions to support bottom-up initiatives that are outside the scope of existing institutional models and channels, such as CMDRs and CONSEAs.

### **3.1.3: Include women and minority ethnic populations in rural development opportunities**

*Instrument:* Subcontract with Fedesarrollo

LRDP recognizes that isolated efforts, such as MARD’s Rural Woman Program, do not have sufficient scaling-up potential to generate significant and sustainable impact on equitable rural development. As a result, during Y1, LRDP provided the GOC with technical assistance to conduct a comprehensive assessment (including a combination of quantitative and qualitative methodologies) to identify and classify the barriers that prevent rural women in Northern Cauca from accessing MARD’s offer of goods and services. At the end of Y1, LRDP was in the process of developing the methodologies (surveys and focus groups) to collect primary data for the assessment. MARD expects to use the findings from this exercise as inputs to the next National Development Plan, identifying required institutional adjustments and necessary policy tools.

*Instrument:* Grant with Fundación Semana

Fundación Semana conducted two assessments (among several other deliverables) in Y1. One assessment addressed gender constraints and obstacles to land titling and administrative formalization in Montes de María, and the second assessment focused on ethnic constraints and obstacles to land access, use, and formalization. These assessments have been completed and the reports are expected to be submitted in December 2014.

### **3.1.4: Support local participatory rural development strategies’ inclusion in the GOC 2014–2018 National Development Plan**

*Instrument:* Subcontract with Fundación Ideas para la Paz

Please see activity 3.1.2 and activity 3.1.3.

## **Required Result 3.2: Support the identification and resolution of structural bottlenecks that restrict the implementation of rural development initiatives, both regionally and nationally**

### **3.2.1: Strengthen national and regional capacity to execute budgets assigned to rural development**

*Instrument:* Direct implementation and technical assistance by LRDP staff – identification of bottlenecks and their solutions – Phase 1

LRDP supported MARD and its associated entities to identify budget implementation bottlenecks through a participatory workshop in Bogota with 11 GOC entities. The event revealed a lack of planning, poor coordination, and weak regional capacity to implement rural development instruments and policies with significant impact. These findings were further confirmed during the application of an RIA conducted with regional offices of GOC entities during the end of Y1. The Program will continue providing assistance to

recommend solutions to these obstacles, linking this activity to suggestions for institutional adjustments required at the regional level, and focusing on the role of strengthened agriculture secretaries as a way to streamline implementation at the regional level. All inputs will be incorporated into a proposal for the DNP's Rural Mission in Y2.

### **3.2.2: Support MARD to adapt, update, and modernize its instruments for rural development**

*Instrument:* Direct implementation and technical assistance by LRDP staff - adaptation, update, and modernization of instruments – Phase 1

LRDP engaged in technical meetings with MARD to contribute to an initial inventory of policy instruments for resource execution at the regional level that are used by the sector for rural development and agriculture purposes. These meetings resulted in the identification of 120 different mechanisms through which the sector's investment budget is executed. The Program will continue to review and analyze these instruments to identify bottlenecks and other issues, such as program overlap that could be undermining the impact of resources, and to recommend solutions.

### **3.2.3: Support regional capacity to support local initiatives by increasing local autonomy and reducing excessive centralization**

*Instrument:* Direct implementation and technical assistance by LRDP staff – application of RIA to identify capacity building needs in agriculture secretaries – Phase 1

Agriculture secretaries are key actors in promoting rural development with a regional focus at the local level. LRDP supported a benchmarking workshop with the participation of 14 agriculture secretaries to identify success factors and bottlenecks limiting the major functions of these regional entities. This activity also contributed to the tailoring of the Program's rapid institutional assessment to better assess departmental and municipal secretaries. The RIA was applied in Sucre, Northern Cauca, Southern Tolima, and Meta. The application of this evaluation instrument was carried out in coordination with MARD and the National School of Public Administration. Both entities will contribute to its replication in regions outside of LRDP coverage. By the end of Y1, a total of four departmental agriculture secretaries and 30 municipal secretaries were evaluated with LRDP's direct support. Main findings of the RIAs include poor coordination between departments and municipalities, lack of budget planning/implementation, and low capacity for project design and management. These findings serve as key inputs for institutional strengthening plans for regional entities that LRDP will help construct in Y2 and roll out over the next four years.

## **Required Result 3.3: Build capacity and ability of national and local GOC entities to effectively deliver public goods and respond to the sector's challenges and commitments resulting from the peace talks**

### **3.3.1: Support the GOC in defining the strategy for MARD and INCODER to respond to the required actions emerging from the eventual peace agreements**

*Instrument:* Direct implementation and technical assistance by LRDP staff

LRDP participated in a series of technical meetings led by the Minister of Agriculture and Rural Development, which involved moderating a number of discussions and helping prepare presentations. During these venues, MARD and its associated entities discussed the goals of the GOC's agriculture and rural development policies. The events focused on prioritizing the provision of public goods over the delivery of subsidies, and on the importance of a regional approach. LRDP also supported two events with INCODER officials to identify key strategic functions and objectives for the institute in accordance with MARD's guidelines and priorities.



### 3.3.2: Promote the establishment of a Coalition Team to achieve wide social support for a new strategy and institutional structure that best responds to the demands of the neediest populations

*Instrument:* Subcontract with Instituto de Ciencias Politicas (ICP)

LRDP worked to establish a coalition team to secure support from civil society, at national and regional levels, for a new strategy to modernize the agriculture and rural development sector in a way that allows the GOC to better respond to the demands of the rural poor. During Y2, technical meetings will take place in eight regions, supported by key regional organizations and experts, with participation by a wide range of stakeholders including academia, private sector, government, and community organizations.

### Required Result 3.4: Attract private sector investment in conflict-affected rural communities to generate greater opportunities for viable livelihoods

In close consultation with USAID, it was determined that activities to support this required result would not be initiated in LRDP's first year.

#### Completed Activities – Year 1

*Y1 activities not listed in this chart are currently ongoing and impact will be reported in future quarterly reports.*

#### Component 3: Increase the Opportunities for Sustainable Licit Rural Livelihoods in Conflict-affected Areas

Activity	Implementation Instrument	Status	Impact on Regional Policy Implementation to Date
<b>3.1.2: Support community participation in the development of bottom-up rural development policies and programs</b>	Subcontract with Fundación Ideas para la Paz (FIP)	<i>Complete</i> <sup>7</sup>	LRDP helped the GOC collect, organize, and analyze over 98,000 public policy proposals from 641 municipalities and classify 4,400 proposals from regional actors that are currently under evaluation for financing with Agrarian Pact resources.
<b>3.2.1: Strengthen national and regional capacity to execute budgets assigned to rural development</b>	Direct implementation and technical assistance by LRDP staff – identification of bottlenecks and their solutions – Phase 1	<i>Complete</i>	LRDP supported MARD and its associated entities to identify budget implementation bottlenecks through a participatory workshop in Bogota with 11 GOC entities. The Program will use these results and other measures to structure Y2 technical assistance. All inputs will be incorporated into a proposal for the DNP's Rural Mission in Y2.
<b>3.2.2: Support MARD to adapt, update, and modernize its instruments for rural development</b>	Direct implementation and technical assistance by LRDP staff - adaptation, update, and modernization of instruments – Phase 1	<i>Complete</i>	Initial inventory of 120 policy instruments for resource execution at the regional level identified. In Y2, LRDP will further review and analyze these instruments to identify bottlenecks and other issues, such as program overlap that could be undermining the impact of resources, and to recommend solutions.
<b>3.2.3: Support regional capacity to support local initiatives by increasing local autonomy and reducing excessive centralization.</b>	Direct implementation and technical assistance by LRDP staff – application of RIA to identify capacity building needs in agriculture secretaries – Phase 1	<i>Complete</i>	Four departmental agriculture secretaries and 30 municipal secretaries evaluated. LRDP will use findings to structure institutional strengthening plans for regional entities that LRDP will help construct in Y2 and roll out over the next four years.

<sup>7</sup> The FIP subcontract concluded on 10/15/14. One of this activity's two sub-activities is ongoing and impact will be reported in Y2.

<p><b>3.3.1: Support the GOC in defining the strategy for MARD and INCODER to respond to the required actions emerging from the eventual peace agreements</b></p>	<p>Direct implementation and technical assistance by LRDP staff</p>	<p><i>Complete</i></p>	<p>LRDP participated in a series of technical meetings led by the Minister of Agriculture and Rural Development, which involved moderating a number of discussions and helping prepare presentations. During these venues, MARD and its associated entities discussed the goals of the GOC's agriculture and rural development policies. The events focused on prioritizing the provision of public goods over the delivery of subsidies, and on the importance of a regional approach. LRDP also supported two events with INCODER officials to identify key strategic functions and objectives for the institute in accordance with MARD's guidelines and priorities.</p>
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## COMPONENT 4: STRENGTHEN THE GOC'S CAPACITY TO MONITOR AND EVALUATE RESTITUTION, FORMALIZATION, AND RURAL DEVELOPMENT PROGRAMS

Very early in the start-up phase of the Program, it became evident that the GOC's information platforms and technology for data systemization and reporting related to the land sector in Colombia were weak. There is a lack of availability and access to reliable information (although the chief complaint heard at the regional level is about the quality of information). The data that does exist is not shared efficiently between GOC entities and regional information is not passed to the national level in a standardized, systematized manner. There is a historical backlog in document management of archival property information that remains in difficult-to-access, hard copy files.

All of these deficiencies slow critical GOC processes and increase costs. These weaknesses directly contribute to increased land insecurity and to a culture of informality. LRDP achieved important impacts early on through the identification of national-level critical information systems and the implementation of an activity to support IGAC's digitalization of 1985 to 1999 rural parcel files (from tape format to digital format). In addition to facilitating the work of the LRU and restitution judges and magistrates, the modernization and systemization of this data is expected to enable cadastral offices, SNR, and INCODER to more easily cross-reference their information, streamlining a host of other land-related procedures and processes, including land formalization. Lessons learned from this pilot will be used to structure a comprehensive plan to convert all remaining tape-based property data into a digital format, with costs incorporated in the new National Development Plan.



Weaknesses in GOC entities to monitor and evaluate action plans and report results is still an issue, and LRDP engaged the DNP on improving information quality and access via the National System for Evaluation of Public Sector Performance (*Sistema Nacional de Evaluación de Gestión y Resultados*, or SINERGIA). An important LRDP achievement toward facilitating rapid access to reliable land data associated with all elements of land governance was the conceptualization of the Land Node initiative (NDT in Spanish) building upon the Unified Land Administration System (ULAS) concept in the LRDP proposal. Once LRDP starting using the term Land Node instead of ULAS, a much greater degree of buy-in from the GOC was achieved (many interpreted ULAS as a new information system, when in fact the program is helping to organize existing information sources through the NDT). The urgent need for the NDT stems from laws associated with land restitution that dictate that data transfer should occur in real time. The current ad hoc measures of data transfer rely upon hard

copies of digital data or email communications. Nine GOC entities are involved with the NDT and each member of the seven-entity land working group has promised to provide staff resources, including a staff member to act as a committee liaison.

The first phase of the Land Node will conclude in Y2. This consists of an information exchange model, identification of technological and legal requirements, signed institutional agreements with supporting legal documentation, and the first information services functional in the Land Node. The initial services that enter into operation will be reported in June 2015. LRDP's goal is to refine the platform through 2017.

#### **Required Result 4.1: Support establishment and maintenance of a system to monitor and evaluate programs to restitute land, issue titles, and promote sustainable rural development**

##### **4.1.1: Develop Land Node to strengthen knowledge management**

*Instrument:* Technical assistance – consultant (s) – Land Node

In Y1, LRDP worked through a participatory approach with the seven entities that make up the National Information Network's Land Working Group, the Ministry of Information and Communications Technology (TIC in Spanish), and the Attorney General's Office on the establishment of the Land Node.<sup>8</sup> Specifically, LRDP secured buy-in from these agencies to develop and implement the Land Node. The Land Node will be the mechanism through which these seven entities will execute articles 76, 153, and 161 of Law 1448 of 2011. These relate to the exchange of databases and information systems associated with registration, assistance, and reparations for victims.

This activity is in line with several legal mandates related to information exchange that were established through Law 1448 of 2011 (Victims and Land Restitution Law). For example, Article 76 of this law created a registry of land that people had been forced to abandon or had taken over by others for land restitution purposes. The law also stipulated that the LRU must have access to all databases related to victims of takeover or forced abandonment, and should also be able to consult information from databases managed by IGAC and decentralized cadaster offices, notaries, INCODER, SNR, and ORIPs, among others. This article called on these entities to make real-time information sharing services available in a secure manner that follows the GOC's digital strategy. Article 153 of the same law established the National Information System, a tool that aims to guarantee that SNARIV has quick and reliable access to national and regional information and to promote information interoperability. Finally, in Article 161, one of SNARIV's chief aims was to support the implementation of an information system for participating entities to monitor, follow up and evaluate whether obligations established under the law had been fulfilled. Thus, LRDP's support to establish the Land Node to facilitate interagency exchange of land information and increase rapid access to reliable data should result in an increase in trust, efficiency and transparency between not only GOC entities, but also between Colombian citizens and the GOC itself.

##### **4.1.2: Improve SINERGIA's and GOC agencies' capacity to monitor performance of land and rural development programs**

*Instrument:* Technical assistance – consultant (s) – Strengthen Information Systems, Subcontract with ACTIVA

LRDP supported the DNP's Office of Monitoring and Evaluation of Public Policy to modernize and improve the SINERGIA to better track and monitor the National Development Plan targets and generate databases related

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<sup>8</sup> The seven entities are the LRU, Superior Judicial Council, SNR, IGAC, INCODER, Presidential Program for Comprehensive Action Against Antipersonnel Mines, and the Victims Unit. In addition to these seven agencies, the Ministry of Information and Communication Technology (TIC) and the Office of the Attorney General are involved in the establishment of the Land Node, for a total of nine entities. Eight entities (all except for the TIC) are expected to use the Land Node on a regular basis.

to DNP's "Strategic Evaluations." This improvement will result in timely and useful information to facilitate GOC decision-making when it comes to implementing public policy and reporting to the general public on public sector performance.

Additionally, LRDP was able to conduct assessments of the SNR, IGAC, INCODER, and the LRU and reach agreements on those national level systems that are best able to register, systematize, and report on land variables. As a result, five systems are under development for managing information related to the execution of judicial restitution rulings and for the registry of information related to the judicial phase of restitution cases.

For example, LRDP is supporting the development of three information systems for the IGAC, LRU and SNR, which will have national coverage. The idea is to encourage better knowledge management of restitution sentences. In addition, the systems will help ensure that entities follow through on the orders directed at them in a restitution case. They will also improve systematization, monitoring and compliance with post-ruling actions in the final restitution phase, contributing to a "united institutional front" in the face of the challenging restitution process. Although this is a key piece of policy implementation, the process is currently managed through an Excel database, which is inadequate in terms of access and security of information.

LRDP is also supporting a legal information system, which covers the national territory. This is being developed in the LRU. This system will allow for restitution claim information management (creation, editing and deleting) and enrolling claimants and any respective opposition in the official registry, as well as the generation of statistical reports and consolidated national- and regional-level information. The system will let users generate both physical and electronic claims, meaning that the same information that the user (a lawyer) inputs to create the claim can be shared with the Superior Judicial Council, allowing for a "Zero Paper" claim to be created and for actions taken on the case to be tracked. In cases where this tool cannot be used, the system can generate a hard copy of the claim, including a notebook of evidence, which can be used to initiate the judicial stage of the restitution process. The system's tracker function will display actions taken to move a case forward, enabling easier follow up.

Finally, LRDP is supporting the SNR develop a system for the studies it conducts for restitution purposes (known as "estudios traditicios" in Spanish). SNR studies property titles that have been registered and are now being claimed by victims. These studies are then submitted to the LRU as supporting evidence in legal proceedings. The new system is aimed at improving the SNR's system's interoperability with the systems of other entities involved in the studies. These registry studies include the legal ownership history of rural plots headed for restitution processes, as well as those baldíos which have been the subject of seizure or "falsa tradición."<sup>9</sup> The systematization of this information will expedite all restitution requests requiring this study across the country.

#### **4.1.3: Build capacity of GOC agencies to develop evidence-based policy and design**

*Instrument:* Direct implementation and technical assistance by LRDP staff - methodological toolbox

LRDP designed a "methodological toolbox" to qualitatively and quantitatively evaluate the institutional capacity of the LRU, SNR, IGAC, and INCODER. In beginning to implement this battery of assessment tools, which includes the program-designed RIA, LRDP facilitated the joint identification of institutional needs these agencies face in carrying out their respective mandates. The sessions also provided space to brainstorm possible solutions. LRDP implemented the evaluation of 17 of the 28 target regional institutions with the participation of 170 public officials (please see Table 3.1). At the beginning of Y2, LRDP will structure institutional strengthening plans to help these entities overcome prioritized bottlenecks.

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<sup>9</sup> Falsa tradición relates to the act of registration of rights to a parcel of land which were sold by an individual who was not the registered owner and who did not possess the legal right to transfer them.

TABLE 3.1 - EVALUATION RESULTS – INSTITUTIONAL CAPACITY INDEX (ICI)<sup>10</sup>

#	LAND ENTITY	REGION	OFFICE	DATE FIRST ASSESSED	ICI	TIC MANAGEMENT	STRATEGIC MANAGEMENT	FINANCIAL MANAGEMENT
1	LRU	Montes de Maria	Sucre	27/08/14	2.99	3.01	2.92	3.05
2	INCODER	Montes de Maria	Sucre	30/07/14	3.09	2.8	3.13	3.36
3	ORIP	Montes de Maria	Sucre	31/07/14	3.96	4.09	4.63	3.18
4	LRU	Montes de Maria	Bolívar	13/08/14	2.72	2.72	2.75	2.65
5	INCODER	Montes de Maria	Bolívar	17/07/14	2.51	2.25	2.37	2.90
8	IGAC	Montes de Maria	Bolívar	14/08/14	2.97	2.60	3.06	3.25
6	ORIP	Montes de Maria	Bolívar	25/08/14	2.91	2.98	3.09	2.65
7	ORIP	Montes de Maria	El Carmen de Bolívar	18/07/14	3.00	3.22	3.62	2.17
9	LRU	Cordillera Central	Cauca	04/08/14	2.67	2.78	2.92	2.33
10	INCODER	Cordillera Central	Cauca	11/08/14	2.47	2.19	2.45	2.78
11	IGAC	Cordillera Central	Cauca	13/08/14	2.63	2.68	2.63	2.58
12	IGAC	Cordillera Central	Santander de Quilichao	14/08/14	2.40	2.80	2.18	2.23
13	ORIP	Cordillera Central	Puerto Tejada	20/08/14	2.40	2.76	2.52	1.93
14	ORIP	Cordillera Central	Caloto	21/08/14	3.34	2.86	4.14	3.01
15	ORIP	Cordillera Central	Santander de Quilichao	29/08/14	2.49	2.96	2.00	2.50
16	INCODER	Meta	Meta	09/09/14	2.85	2.25	2.93	3.35
17	LRU	Meta	Meta	16/09/14	3.30	3.30	3.59	3.01

**Note:** Evaluations pending for two entities in Montes de Maria, five in Meta, and four in Cesar.

In addition to the RIAs described above, please see activity 1.1.1 for more information about LRDP's application of the tool with 23 out of 24 LRU offices on July 10 in Girardot (Cundinamarca).

*Instrument:* Direct implementation and technical assistance by LRDP staff – DNP evaluations

DNP prioritizes a number of public policy evaluations each year. Due to direct support from LRDP staff, DNP included the MARD Rural Property Formalization Program on their evaluation agenda. LRDP-led coordination

<sup>10</sup> Based on a scale of 1 to 5, where 1.0–1.9: Critically Weak; 2.0–2.9: Weak; 3.0–3.9: Adequate; and 4.0–5.0: Satisfactory. LRDP's goal is to move the score for these entities up by at least one point by the end of the project. In general the agriculture secretaries' ICI scores were 1 point lower than these entities.

among MARD and DNP and direct technical assistance resulted in the definition and scope of the evaluation. With this evaluation, the GOC will be able to know the results of this initiative and measure the improvements in quality of life of those families who have benefited from the program. LRDP will evaluate the option of supporting the data collection and results analysis stages of the process in Y2.

#### **4.1.4: Strengthen engagement of civil society in GOC evaluations**

*Instrument:* Subcontract with Los Andes – Journalism course

LRDP trained nine public officials (three from IGAC, one from INCODER, three from LRU, and two from SNR) and four journalists from the regions (two from Montes de María, one from Cauca, and one from Bogotá) on the subjects of land, conflict, and rural development through the Andes University's economic journalism course. One of the modules included in the course focused on rural development. The Program made sure that all GOC land and rural development entities' communications officials were invited to participate in the entire course at no charge (not only the module that the Program sponsored). This support aims to spread knowledge about the history and public policy on these issues and improve journalistic practices in each entity. It is expected that this will result in citizens better informed about land restitution and rural development issues.

*Instrument:* Direct implementation and technical assistance by LRDP staff, logistics support – gender and minorities panels

LRDP promoted and supported two different fora for public debate, analysis, and evaluation between civil society and public institutions to make decisions on resolving bottlenecks related to gender and ethnic policies:

- *Montes de Maria Rural Women Panel:* LRDP organized an encounter of 52 rural women from Bolívar, Córdoba, and Sucre to meet with officials from INCODER at the national and regional level, as well as representatives from the Superior Judicial Council, Ministry of Agriculture, civil society organizations, academia, Governors' Offices, Inspector General's Office, the Victims Unit, and the LRU. Using a panel discussion format, LRDP supported INCODER to listen to participants' discussion of the difficulties that rural women have accessing existing public services. An important starting point, LRDP will structure future support in this area based on the information collected through this regional dialogue.
- *Panel on Rural Development for Ethnic Territories at the International Intercultural Seminar, "Territory, Rural Development, and Peace in Cauca":* INCODER is charged with implementing rural development policies that promote wellbeing and development for ethnic communities in Colombia. It is important for INCODER, the agricultural sector, and academia to reflect on the issues facing these communities from the field and in a way that incorporates perspectives from diverse actors. LRDP supported INCODER in the organization of an event to discuss and debate on rural development for inter-ethnic territories within the context of conflict in the department of Cauca. LRDP organized a panel and brought two international experts to offer comparative experiences and lessons learned. The two-day event provided the GOC with recommendations to develop a rural development strategy with a territorial focus and emphasis on ethnicity. Participants and panelists shared success stories and best practices from other counties that INCODER can use to build a rural development model with an ethnic approach. More than 420 participants attended this panel, which was organized in alliance with the Javeriana University of Cali. Those in attendance included international experts, national and regional public officials, social organizations, campesino representatives, indigenous authorities, mining sector representatives, and academia. Since this took place in September, as of the end of this reporting period, event organizers had just finished writing up an initial systematization of the results. The event host (Javeriana University's Intercultural Studies Center) is expected to circulate and ask for feedback from LRDP in the coming days. Specific recommendations to INCODER will be covered in this process. Once this review is complete and LRDP has passed the results to USAID, LRDP will hold a meeting with INCODER to discuss the recommendations and analyze possibilities for including them in their policies, processes, and procedures.



#### 4.1.5: Update and systematize IGAC's historical files

*Instrument:* Subcontract with Technology Services - IGAC magnetic files digitalization

LRDP worked with IGAC on the evaluation, digitalization, and systemization of 2,317 magnetic tapes containing rural cadastral information for the period 1985 to 1999, a period of peak internal displacement. Twenty-six percent (596) of these tapes required some degree of restoration. Land entities now have real-time access to this information through the National Cadaster System, particularly important for the restitution process. Please see text box for more information about this activity.



According to Juan Antonio Nieto Escalante, the national director of IGAC, "It is of paramount importance that state entities have reliable access to digitalized files that they can consult to determine property rights transfers and trace parcels over time and throughout Colombia's history, since it's based on these things, among others, that the specialized judicial system for land restitution can make better decisions for truth and victims of the internal armed conflict."

#### LRDP SUPPORTED RECOVERY OF HISTORIC CADASTRAL INFORMATION COVERING PERIOD OF MASSIVE DISPLACEMENT IN COLOMBIA, EXPECTED TO ACCELERATE LAND RESTITUTION AND FORMALIZATION

Given the critical importance of accurate, accessible, and updated cadastral property information to the land restitution process, LRDP prioritized the digitalization of data covering a period when massive displacement in Colombia peaked, thereby contributing to comprehensive reparations to victims.

In addition to facilitating the work of the LRU and restitution judges and magistrates, the modernization and systemization of this data is expected to enable cadastral offices, SNR, and INCODER to more easily cross-reference their information, streamlining a host of other land-related procedures and processes, including land formalization.

Lessons learned from this pilot will be used to structure a comprehensive plan to convert all remaining tape-based property data into a digital format, with costs incorporated in the new National Development Plan.

#### Completed Activities – Year 1

*Y1 activities not listed in this chart are currently ongoing and impact will be reported in future quarterly reports.*

#### Component 4: Strengthen the GOC's Capacity To Monitor and Evaluate Restitution, Formalization, and Rural Development Programs

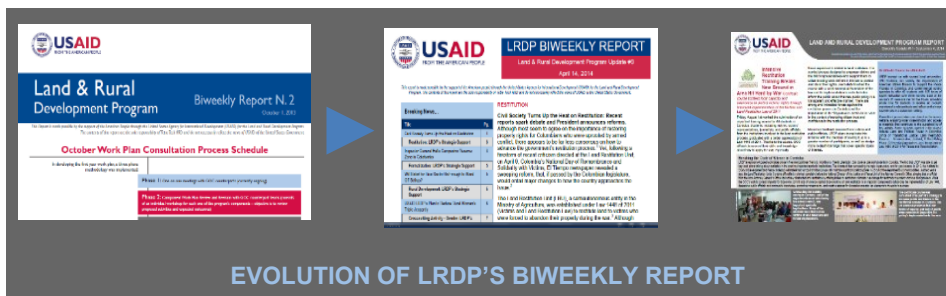
Activity	Implementation Instrument	Status	Impact on Regional Policy Implementation to Date
4.1.4: Strengthen engagement of civil society in GOC evaluations	Subcontract with Los Andes – Journalism course	Complete <sup>11</sup>	LRDP trained nine public officials and four journalists from the regions, spreading knowledge about history and public policy on these issues and improving journalistic practices in each entity, expected to result in citizens being better informed about land restitution and rural development issues.

<sup>11</sup> One of this activity's two sub-activities is ongoing and impact will be reported in Y2.

# CROSSCUTTING ACTIVITIES

## I. COMMUNICATIONS

In Y1, the Program's Communications and Public Information Office (OCIP in Spanish) produced and shared 17 biweekly reports on land and rural development dynamics and their relation to LRDP support with USAID and the Embassy. LRDP worked hard to respond to evolving guidance from USAID on the report structure, format, and production process. In the last quarter of the year, LRDP received feedback that the report should focus exclusively on showing the impact of LRDP activities and be oriented to the USAID mission and related agencies.



In addition to the biweekly report, OCIP also supported the Program to fulfill all contractual obligations to produce reports, such as quarterly reports, annual work plans, and other technical briefs as requested by USAID.

To facilitate a consistent program image, OCIP created a Branding & Marking Manual for Grantees and Subcontractors. In addition, in close coordination with LRDP technical component leads, OCIP facilitated the design, approval, and distribution of promotional materials for events related to LRDP activities (e.g., invitations, brochures, notebooks, website, and banners). OCIP also provided ongoing support to component leaders to facilitate several events with Colombian government counterparts.

In addition to an internal protocol, OCIP drafted a USAID/LRDP Communications Protocol for USAID review.

Finally, OCIP managed a subcontract under activity 1.2.4 to support the LRU develop and implement an external communications strategy.



Example of promotional product LRDP's OCIP supported (Youtube channel for Land Restitution Certificate Course in Cordoba. For more information, please see activity 1.3.1)

## II. M&E

On May 7, 2014, USAID provided technical concurrence to the Program's Annual Activity Monitoring Plan (AAMP), which established a shared vision for LRDP's strategic objectives and results structure. The AAMP also sets forth the indicator system that is being used to track the Program's progress. The AAMP contains a series of annual targets for each indicator. These targets, along with the description and scope of a number of indicators, are being revised as part of the Program's Y2 planning process. The result of this revision will be incorporated in the initial review of the AAMP, which will be delivered to USAID after receiving approval of LRDP's second year work plan.

In FY14Q3, LRDP's M&E team began monitoring ongoing activities by using quantitative and qualitative data. M&E started utilizing the Electronic Project Observation Reporting and Tracking (ePORT) data collection and Google Drive systems to collect and store information. LRDP designed digital forms to send via e-mail to LRDP's grantees, contractors, and/or technical teams. Once filled out, information will automatically feed into a database that will generate indicator progress reports. This information is subsequently entered into Mission, Monitor, and Trainet.



Mission is LRDP's internal management system, where all information about activities in implementation and indicator progress is stored. Once the Program's M&E data is fully consolidated in Mission, it is transferred to Monitor, which is USAID/Colombia's official information system, and Trainet, which is a system USAID uses to store information about training activities.

The M&E team, which consists of a Bogotá-based Monitoring and Evaluation Manager supported by four M&E Specialists in LRDP regional offices, worked together with LRDP component teams to design methods and instruments to evaluate the institutional capacity of land and rural development agencies that are receiving program support. As a result of this work, LRDP has already established a methodology and its respective instruments to evaluate institutional capacity in all mission and support processes. LRDP began applying these RIAs as the year came to a close and more information has been reported under relevant components.

In compliance with the collaborative and participatory phase of the LRDP adaptive management process, LRDP carried out three Quarterly Strategic Reviews during the year, where Program staff, USAID, and national GOC and local government counterparts reviewed and prioritized the program's approach and strategies in the regions.

### III. ACHIEVEMENT OF FIXED FEE DELIVERABLES

For each year of LRDP, a series of reporting and technical deliverables are contractually mandated. The tables below summarize the Y1 deliverables and designates whether or not each has been achieved.

**TABLE 3.2 - FIXED FEE TECHNICAL DELIVERABLES – STATUS END YEAR 1**

Component	Result	Year 1 Fixed-Fee Technical Deliverables	Year 1 Activity Deliverables	Methods of Verification	Quality Standard(s)	Status
Restitution	1.1	LRU capacity to outsource services established	1.1.2 Training lawyers on new contracting procedures and processes for making the public contracting mechanism more efficient (STTA or subcontract)	Public contracting procedures officially adopted into LRU's procurement system as outlined in Decree 1510 of July 17, 2013	Procurement manual drafted and adopted by LRU  Training of lawyers by LRDP replicated internally to ensure sustainability	<b>Achieved</b>
Restitution	1.1	LRU Compensation Fund strengthened by designing activities to address specific needs	1.1.4 Strengthen the LRU Compensation Fund	Report recommending financial model to allocate compensation funds, debt relief, and administration of productive projects	Final report presented to National and Regional LRUs	<b>Achieved</b>
Restitution	1.1	LRU gender capacity strengthened	1.1.5 Facilitate workshops, seminars, and training events between the LRU and women, girls, teenagers, and minority communities in accessing and using restitution services	Pilots undertaken to represent cases of restitution of women's property  Training events conducted with LRU staff on serving gender and vulnerable populations	100 LRU staff (national and regional) trained on issues affecting women and minorities in the restitution process  75 female beneficiaries represented in court	<i>Part I: Achieved</i> (347 LRU staff trained)  <i>Part II: Subcontract for court representation cancelled primarily due to lack of women beneficiaries to represent in Montes de Maria. This quality standard will be met in Y2.</i>
Formalization	2.2	Formalization bill drafted utilizing lessons learned from regional formalization pilots	2.2.2 Formalization assessments in focal regions that identify pilot projects that evaluate models processes, protocols and procedures	Formalization bill drafted	Formalization bill accepted by the Ministry of Agriculture	<b>Achieved</b>

Component	Result	Year 1 Fixed-Fee Technical Deliverables	Year 1 Activity Deliverables	Methods of Verification	Quality Standard(s)	Status
Formalization	2.2	MARD's capacity to coordinate with other agencies improved	2.2.1 Establishment of an institutional interagency coordination mechanism on land formalization	Weekly coordination meetings between MARD, IGAC, DNP, SNR, and INCODER to address massive formalization of State and private property occurring regularly	GOC records of meeting and agreements reached	<b>Achieved</b>
Bi-Weekly Reports		Submission of a minimum of 15 bi-weekly reports	Not applicable	15 reports drafted with USAID consultation and submitted twice a month for approval	COR acceptance and approval	<b>Achieved</b>
Rural Development	3.1	Community participation in development of rural investment program at local level	3.1.1 Rural development investment plans in 2 regions	Minimum of 10 participation events conducted	Report on event outcomes and recommendations prepared by participating municipalities	<b>Achieved</b>
Strengthen GOC Capacity to Monitor and Evaluate	4.1	Unified Land Administration System (NDT) designed to improve GOC coordination and service delivery	4.1.1 Conceptualization of Land Node ( <i>nodo de tierras</i> formerly ULAS) to facilitate inter-agency coordination (International STTA)	Land administration system design presented to interagency sub-committees and working groups formed under components 1–3	SNARIV approval of system design	<b>Achieved</b>

**TABLE 3.3 - DELIVERABLES – STATUS END YEAR 1**

DELIVERABLE	ESTIMATED COMPLETION DATE	STATUS
Revised Work Plan	Within 45 days of contract award	<b>Achieved</b>
Annual Work Plan	30 days prior to commencement of next USG FY	<b>Achieved</b>
Revised Performance Monitoring Plan (PMP)	Within 90 days of contract award	<b>Achieved</b>
Performance Monitoring Plan (PMP)	Submitted annually, 30 days prior to commencement of the next USG FY. The M&E system is due 90 days after contract award.	Not due until Y2 (once Y2 work plan approved)
Quarterly Strategy Review Report	Q1	<b>Achieved</b>
Quarterly Strategy Review Report	Q2	<b>Achieved</b>
Quarterly Strategy Review Report	Q3	<b>Achieved</b>
Quarterly Strategy Review Report	Q4	<b>Achieved</b>
Quarterly Technical Reports	Q1	<b>Achieved</b>
Quarterly Technical Reports	Q2	<b>Achieved</b>
Quarterly Technical Reports	Q3	<b>Achieved</b>
Quarterly Financial Reports	Q1	<b>Achieved</b>
Quarterly Financial Reports	Q2	<b>Achieved</b>
Quarterly Financial Reports	Q3	<b>Achieved</b>
Annual Report	End of Year 1	Not due until Year 2 (10/15/14)
Emergency Plan	45 days after contract award	<b>Achieved</b>
Security Plan	45 days after contract award	<b>Achieved</b>
Grants Management Plan	35 days after contract award	<b>Achieved</b>

# OPERATIONS

## I. GRANTS & CONTRACTS

LRDP made its first sub-awards in February 2014. Through July 2014, LRDP made an average of three to four sub-awards per month (see table 3.4 for list of existing subcontracts and grants). At the end of the fiscal year, nine new sub-awards are under development (see table 3.5). LRDP has procedures in place to process a grant or subcontract within 60 workdays of submission of the Terms of Reference.

**TABLE 3.4 - EXISTING LRDP SUBCONTRACTS AND GRANTS**

Subcontract/Grantee	Component	Start Date	Finish Date	Instrument amount in Colombian Pesos	Type of Instrument
Estrategias Asociadas SAS	1	May 2/14	Nov 7/14	126.000.000	FPS
Corporación Desarrollo y Paz de Córdoba y Urabá - Cordupaz	1	May 12/14	Oct 3/14	81.400.000	FOG
Centro de Estudios de Derecho, Justicia y Sociedad - DEJUSTICIA	1	Jun 3/14	Oct 30/14	23.949.999	FOG
OPEBSA	2	Jun 25/14	Nov 11/14	130.000.000	FPS
CONSUCOL – Massive Registration	2	Aug 5/14	Nov 4/14	136.325.124	FPS
Instituto de Ciencia Política - ICP	3	Sep 1/14	Jun 30/15	305.091.200	FPS
Fundación Semana	3	Feb 21/14	Dec 15/14	644.515.000	FOG
Fundación Ideas para la Paz - FIP	3	Mar 12/14	Oct 15/14	414.396.650	FPS
Centro de Productividad de Tolima - CPT	3	Apr 10/14	Sep 10/14	190.050.000	FPS
Centro Regional de Productividad e Innovación del Cauca - CREPIC	3	May 12/14	Oct 20/14	226.610.500	FPS
Observatorio del Caribe	3	Jul 15/14	Dec 15/14	267.738.000	FPS
Universidad de los Andes	4	Mar 5/14	May 31/14	24.040.700	FPS
Activa Marketing Communications SAS	4	May 12/14	Jan 20/15	431.482.857	FPS
Technology	4	Jun 16/14	Apr 15/15	729.855.000	FPS
Gonet Colombia SA de CV	4	Sep 15/14	Mar 16/15	95.220.720	FPS
CONSUCOL	GM	Feb 21/14	Nov 30/14	333.546.978	FPS
Asociación Colectivo de Mujeres al Derecho – COLEMAD	GM	Mar 28/14	Oct 30/14	91.216.115	FPS
FEDESARROLLO	GM	Jul 15/14	Apr 15/15	398.546.667	FPS
<b>TOTAL</b>				<b>4.649.985.510</b>	

Legend: FOG – Fixed Objective Grant; FPS – Fixed Price Subcontract; GM – Gender and Minority

**TABLE 3.5 - SUBCONTRACTS AND GRANTS UNDER DEVELOPMENT**

Objective	Component	RFP release date	Subaward instrument	COR Approval date	CO Approval, if required	Projected LRDP COP signature date
Study on the current state of property protective measures for individual and collectively owned properties in selective municipalities in Sucre, Córdoba, and Bolívar	1	Aug 29/14	Pending	Pending	Pending	Pending
Carmen de Bolívar follow-up pilot for zone selection for land registry	1	Pending	Pending	Pending	Pending	Pending
Construct and implement a communications strategy for communities to exercise their land rights	1 (G&M)	Feb 27/14	FOG G-3-GM-1	Pending	Pending	Pending

Objective	Component	RFP release date	Subaward instrument	COR Approval date	CO Approval, if required	Projected LRDP COP signature date
Support intercultural dialogues for ethnic communities to restore their territorial land rights	1 (G&M)	Feb 27/14	FOG G-4-GM-2	Pending	Pending	Pending
Strengthen the participation of indigenous women in restitution, formalization, and rural development processes	3 (G&M)	Feb 27/14	FOG			
Cauca INCODER strengthening	3 (Cordillera Central)	First Jul 24/14, released again on Aug 25/14	Subcontract	Pending	N/A	Pending
LRU software module for ethnic restitution cases	4	Jul15/14	Subcontract	Sept 9/14	N/A	Pending
Develop a baseline of abandoned and displaced properties and identify barriers to access to restitution and formalization processes facing communities in Orinoquia for the LRU and INCODER	G&M	Feb 27/14	N/A	N/A	N/A	N/A
Support vulnerable groups (women, adolescents, and children) to understand and claim their land rights under Law 1448 of 2011	G&M/All components	Feb 27/14	FOG	Pending	Pending	Pending

LRDP issued an APS on February 26, 2014, which is valid for a year. The APS was publicized on the GOC Presidential Office for International Cooperation's website and efforts were carried out to publicize the APS in the regions. In the seven months that the APS has been active, 21 proposals were received, all in the area of gender and minorities. Most of the proposals requested funding close to the maximum ceiling of US\$100,000 published in the APS, diminishing the number of proposals that LRDP was able to finance. LRDP decided to finance two of the 21 proposals received, both of which are currently under development: consultancy for Human Rights and Displacement and Fundación Ayara. More details are provided under activity 1.3.3.

## II. OFFICES

By the end of Y1, USAID had approved LRDP offices in five cities: Bogota, Sincelejo, Popayan, Villavicencio, and Valledupar. The Program is fully operational in Bogota, Sincelejo, and Popayan, and Villavicencio and Valledupar are well underway. LRDP plans to base a field representative and two experts specialized in rural development and land formalization in Southern Tolima.

## III. STAFFING

Currently LRDP has an agreement with USAID to hire 92 local staff between Bogota and four regional offices. Of this total, 69 have been hired, with the remaining 23 positions under recruitment, primarily in the regional offices. The Program has hired a Regional Coordinator to facilitate coordination and communication between national and regional offices. This person, based in Bogota, will streamline the activity development process at the regional office, ensuring national-level participation. This will be accomplished by working alongside the administration and finance personnel to review the current "step-by-step" process for working with subcontractors, grantees, and consultants, and incorporate specific regional office responsibilities. The Operations Manager has been training regional staff in the use of Mission Activity. The Regional Coordinator, working alongside the Program's OCIP, has been providing support to regional office staff to improve the flow

of information between the regions and the Bogota office and to help the program better communicate development impact to USAID and others.

#### **IV. ESTABLISHMENT OF SYSTEMS**

Over the year, LRDP established and refined several systems to support and improve Program implementation. Major achievements include: setting up a rigorous M&E framework; tailoring the technical activity development and approval process, particularly through the use of the innovative Mission system;<sup>12</sup> setting up an information technology framework; communicating changing dynamics in the land and rural development sectors to USAID; and putting administrative, financial, and security protocols into place.

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<sup>12</sup> The program's Mission Activity system is an important tool to streamline activity development, ensuring that the proposed activities are results-driven, support work plan objectives, and are of consistent quality.





# ANNEX A. PROGRESS AGAINST INDICATORS

TABLE A-1 - INDICATOR PROGRESS

NO.	INDICATOR	FY14Q4 PROGRESS	FY1 TARGET (2014)	FY1 PROGRESS %
<b>Program Objective: Build the capacity of State institutions to administer programs to restitute land to victims, extend land titling to prioritized rural areas, and promote sustainable rural development in order to enable beneficiaries to make productive use of their land and assets</b>				
Cross-Cutting PO1	Number of households that have obtained documented property rights and/or development assistance as a result of program assistance (FACTS 4.7.4-5 and D01-034)	1,348 <sup>13</sup>	4,225	32%
Cross-Cutting PO2	Number of women, minorities, and vulnerable populations directly benefiting from LRDP assistance in land restitution, formalization, rural development, and/or M&E (Custom)	540 <sup>14</sup>	1,235	44%
Cross-Cutting PO3	Number of bottlenecks and constraints affecting GOC institutions in restitution, formalization, rural development, and/or IKM systems resolved as a result of LRDP assistance (Custom)	31	26	119%
Cross-Cutting PO4	Number of laws, policies, or procedures drafted, proposed, or adopted to promote gender equality at the regional, national, or local level as a result of LRDP assistance (GNDR-1)	1	11	9%
Cross-Cutting PO5	Number of government officials, traditional authority, or individuals trained in land tenure, property rights, rural development, and/or IKM systems as a result of LRDP assistance (FACTS 4.7.4-5)	2,039	2,080	98%
<b>Objective 1: Increase capacity of the GOC Land Restitution Unit and relevant agencies to restitute lands to victims of conflict</b>				
O1.1	Number of restitution cases resolved (DO1-041)	567 <sup>15</sup>	1,000	57%
1.1.1	Number of restitution cases with a substantive administrative decision (Custom)	2,780 <sup>16</sup>	7,500	37%
1.1.2	Percentage of LRU annual budget executed (Custom)	Will be measured during FY15 Q2	85%	TBD
1.3.1	Number of people receiving new and improved information about the restitution process as a result of LRDP support (Custom)	872	500	170%
1.4.1	Number of inter-agency agreements to improve land restitution as a result of LRDP support (Custom)	3	20	15%

13 Sum of households who have benefited from a land restitution court ruling and households who have formalized the ownership of their land. Source: SINERGIA.

14 Forty percent of those applying for restitution of land that was taken are women. Source: LRU Bulletin.

15 Source: SINERGIA, August 31, 2014.

16 Source: SINERGIA, LRU, August 31, 2014.

NO.	INDICATOR	FY14Q4 PROGRESS	FY1 TARGET (2014)	FY1 PROGRESS %
<b>Objective 2: Strengthen the capacity of the Ministry of Agriculture and relevant GOC agencies to formalize rural property</b>				
O.2.1	Number of titles registered (Custom)	781 <sup>17</sup>	5,472	14%
2.1.1	Number of formalization cases processed (DO1-040)	781 <sup>18</sup>	16,372	4.77%
2.2.1	Number of targeted municipalities in which the formalization program is operating as a result of program assistance (Custom)	1	2	50%
2.3.1	Number of cases of recovered lands received by INCODER and adjudicated to beneficiaries (Custom)	INCODER has no information	354,000 hectares	TBD
2.3.2	Percentage decrease in the average length of time for INCODER to adjudicate recovered lands to beneficiaries (Custom)	INCODER has no information	1%	TBD
<b>Objective 3: Increase the opportunities for sustainable licit rural livelihoods in conflict-affected areas</b>				
O3.1	Percentage increase in national-level resources allocated in targeted LRDP regions (Custom)	15.94% <sup>19</sup> (Baseline)	Baseline	NA
3.1.1	Departmental and Municipal Rural Plans with Rural Development Components included in targeted regions (Custom)	0	0	NA
3.1.2	Number of Local Government Investment Programs being implemented in targeted regions with LRDP support (Custom)	19	20	95%
3.3.1	Percentage increase in resources directly allocated to agriculture and rural development at the Municipal level in targeted areas (Custom)	Baseline <sup>20</sup>	Baseline	NA
3.4.1	Number of new LRDP-supported public-private partnerships (PPPs) formed (FACTS-PPP5)	0 <sup>21</sup>	0	NA
<b>Objective 4: Strengthen the GOC's capacity to monitor and evaluate restitution, formalization, and rural development programs</b>				
O4.1	Percentage increase in the capacity of land and rural development institutions to consolidate, share, and report M&E information (Custom)	2.86 <sup>22</sup> Baseline	Baseline	NA
4.1.1	Number of information systems reporting land and rural development information as a result of LRDP assistance (Custom)	6	5	120%
4.1.2	Value of resources (in USD) invested to strengthen civil society engagement in the use of findings from GOC evaluations produced as a result of LRDP assistance (Custom)	\$43,000	\$250,000	17.2%

17 Source: MARD Rural Property Formalization Program. Cases supported by LRDP.

18 Source: MARD Rural Property Formalization Program. Cases supported by LRDP.

19 During FY14Q4, LRDP conducted a budget analysis, looking at data over the past 10 years in LRDP target municipalities as well as a control group of municipalities, to determine how level of resources allocated by the national government.

20 During FY14Q4, LRDP conducted a budget analysis, looking at data over the past 10 years in LRDP target municipalities as well as a control group of municipalities to determine the level of resources the national government allocates in general, and how much is allocated for agriculture and rural development.

21 No activities were scheduled in this area for LRDP's first year.

22 LRDP conducted a baseline using the IKM-focused institutional capacity index.

In FY14Q3, LRDP started carrying out activities aimed at strengthening state capacity to restore land to dispossessed families, formalize land property rights, provide access to land for *campesino* and vulnerable families, and promote sustainable rural development.

## CROSSCUTTING PERFORMANCE INDICATORS

Five cross-sectional indicators show the progress made by LRDP towards the achievement of its main objective.

**PO1. Number of households that have obtained documented property rights as a result of program assistance.** Results show that the GOC has not been able to increase the trend in the number of households benefitting from land restitution, formalization, and development assistance. Many bottlenecks still affect the GOC's land restitution and formalization programs, making it difficult to accelerate the outcomes and achieve the targets established for 2010–2014.

**PO2. Number of women, minorities, and vulnerable populations directly benefiting from LRDP assistance in land restitution, formalization, rural development, and/or M&E.** This indicator is related to PO1 and to GOC actions required to promote the inclusion of women in land restitution and formalization processes. SINERGIA indicators do not show positive GOC changes with respect to this objective.

**PO3. Number of bottlenecks and constraints affecting GOC institutions in restitution, formalization, rural development, and/or IKM systems resolved as a result of LRDP assistance.** LRDP activities have started the process of identification, intervention, and resolution of bottlenecks that make it difficult and/or impossible for the State to overcome hurdles in matters regarding land and rural development. To date, 31 bottlenecks or constraints have been identified and/or resolved, most of which involve operational processes at the regional (department) and central (national) levels of the LRU, INCODER, IGAC, and regional entities. In accordance with LRDP's Annual Activity Monitoring Plan, a bottleneck is considered resolved when LRDP proposes actions to overcome the problem and the responsible GOC entity adopts or puts them into implementation.

**TABLE A-2 - PO3 PROGRESS: BOTTLENECKS WITH LRDP INTERVENTION AND PROPOSED TECHNICAL SOLUTIONS**

LRDP COMPONENT	DESCRIPTION OF BOTTLENECK	INTERVENTION UNDERTAKEN BY LRDP
Land Formalization	Through its work on the formalization pilot in El Carmen de Bolívar in the village of Macayepo, LRDP found a number of plots that are located in an area that had been "microfocalized" for land restitution (deemed secure enough for the process to process) overlap with other plots, particularly those on the border between the municipalities of Ovejas (Sucre) and El Carmen de Bolívar (Bolívar). In light of this situation, the LRU Bolívar branch asked the IGAC to determine which department these plots belong to.	Solutions suggested: <ul style="list-style-type: none"> <li>Establish a technological classification methodology that: <ul style="list-style-type: none"> <li>Prioritizes the microfocalized area</li> <li>Checks the boundary line between the departments</li> <li>Verifies with the cadaster at the regional level, focusing on only those microfocalized plots in the formalization pilot</li> </ul> </li> <li>Conduct a title study and engage property owners through social work.</li> <li>Make the pilot's topographical engineer available to help with these tasks.</li> </ul>
Land Formalization	In Montes de Maria, the LRU has found that those people who initially occupied plots abandoned by campesinos may have also experienced acts of violence on the plots and cannot be considered third parties who acted in bad faith, even if they did buy the plot at a low price.	A joint methodology is being constructed with the LRU Bolívar to mitigate possible harm to third parties. The implementation of this "do no harm" work and the implementation of a new joint directive between the LRU and the Office of the Public Defender about secondary occupants is being documented.

LRDP COMPONENT	DESCRIPTION OF BOTTLENECK	INTERVENTION UNDERTAKEN BY LRDP
Land Formalization	The national INCODER office has a database of registered adjudication resolutions, which does not match what has been found in the regional INCODER offices where LRDP is working (Cauca, Antioquia, Huila and Amazon). In the regional offices, they have been looking at the hard copy files and through this process they have identified differences, whether because files have not been updated in the database or because the case file is missing documents.	In intervention regions, the bottleneck has been resolved in the sense that they have updated the database for those cases covered between 2009 and 2013. However, for the bottleneck to be resolved at the national level, more intervention is required. INCODER is aware of the bottleneck and the need to resolve it.
Land Formalization	While INCODER has a directive from the central level to use reporting mechanisms that allow for greater speed in the process, all regional offices, for fear of not abiding by the law, do not use these. As for the Inspector General's Office, it does not have a mechanism to make notifications on a massive scale. Tools are required, such as telephone calls and event invitations, among others, that will allow for a greater number of beneficiaries to be notified at the same time.	The interagency meetings about the massive registration process have encouraged the search for solutions with INCODER. As a result of these meetings, INCODER has had teleconferences with its regional offices to reinforce the need to employ other notification mechanisms. There have also been discussions with the Inspector General to address the topic.
Land Formalization	The GOC's current approach to formalization relies on someone voluntarily presenting a request. This demand-side approach does not allow for the economies of scale that are required given the magnitude of the issue.	Preparation of a draft of the Land Formalization Law, which includes, among other topics, a systematic effort to formalize on a massive scale by offering formalization (a supply side approach as opposed to demand). This implies, among other things, both a systematized approach to property identification (cadaster, boundaries, etc.) and a systematic targeting.
Land Formalization	While the time each case takes can be attributed to various causes, one of them is that the case may involve various sources of opposition and each one requires its own process and additional time.	Preparation of a draft of the Land Formalization Law, which encourages, among other things, the use of alternative conflict resolution mechanisms to solve some of the difficulties encountered with opposition parties, decreasing their number and therefore how many additional processes are required.
Land Formalization	Exactly how information should be cross referenced between INCODER and LRU in plot adjudications is not clear. Nor is it well defined what entities should do when they encounter a plot that has been adjudicated but not registered when restitution is requested on that property.	Arrange meetings between INCODER and the LRU to address the issue and reach agreements.
Information and Knowledge Management	IGAC, as the entity charged with the cadaster inventory across the country since 1941 (Decree 1301), has struggled to overcome a historic backlog in file management and systematization. Many of the files are in hard to access formats. IGAC has 2,317 magnetic tapes with information from 1985-1999 (a period when the conflict and displacement peaked). Because of this, IGAC has not been able to migrate 100% of its information to the National Cadaster System and has prevented IGAC's ability to quickly respond to information requests from SNARIV entities.	To date, LRDP assistance has led to 595 of the 2,317 magnetic tapes agreed to being recovered and digitalized. These 595 tapes contain 132,556 cadaster records from 13 departments.



LRDP COMPONENT	DESCRIPTION OF BOTTLENECK	INTERVENTION UNDERTAKEN BY LRDP
Land Restitution	Several factors prevent the physical handover of a restituted plot after it has been ordered returned in a restitution case. For example, lack of inter-institutional coordination, deceptive tactics by any current occupants of plots and other factors prevent plots from being restituted and hold back the policy's comprehensive implementation and lengthen the amount of time it takes for restitution beneficiaries to obtain the physical plot post-ruling.	LRDP elaborated, circulated for comment and feedback and obtained approval of a protocol for plot delivery in the framework of the Sucre Land Restitution Subcommittee.
Land Restitution	Communication channels and coordination between official entities like the LRU and Victims Unit are essential for the successful implementation of land restitution public policy. LRDP identified a number of factors, such as the lack of practical ways to improve coordination in the field, which generates delays in the amount of time it takes for restitution beneficiaries to fully enjoy their rights and negatively affects the image of the restitution process in Colombia.	LRDP set up two working groups to get to the root of the problem of the lack of coordination between the LRU and Victims Unit in Montes de Maria. When the bottleneck was identified, LRDP conducted a workshop using Advanced Participatory Methods, which generated inputs to craft a solution, which were coordination pathways between SNARIV entities. This will allow for greater harmonization of actions made in the post-ruling stage of the restitution process. Coordination pathways were also developed for microfocalized zones and a methodology for individual and community return was circulated for comment, discussed and approved in the Cordoba Land Restitution Subcommittee. To date, LRDP has been able to verify it is being implemented, for example at the Santa Paula plot in Cordoba.
Land Restitution	Sucre did not have a Land Restitution Subcommittee when LRDP began working in Montes de Maria in January 2014. After LRDP formally entered the territory, the team began actions to support the startup of this important space. On April 3, 2014, Decree 181 of 2014 was signed by the Governor of Sucre, formally establishing the subcommittee.	LRDP provided direct technical assistance to develop the draft of Decree 181/2014. Since the subcommittee was formally established, it has met three times (data current through September 17, 2014).
Land Restitution	Colombia is a signatory to the Convention on the Rights of Persons with Disabilities. This international treaty requires the Colombian state to take all necessary action to guarantee the social inclusion of this population. In the land restitution process, and particularly in the restitution claim process, the GOC needs to develop model legal foundations that promote the appropriate inclusion of this group in a way that also respects their special protected status. In general, restrictions for persons with disabilities are related to a lack of recognition that this group has the capacity to pursue legal action, lack of access and suitability of the process, barriers related to communication, physical constraints concerning the restituted plots and a lack of productive projects designed with this group in mind.	LRDP conducted a comparative legislative review, consolidating land restitution legal requirements and reasonable adjustments this population could request in accordance with binding disability legislation, such as Law 1346/2009, statutory law 1618/2013, and Order 173/2014. This legislative analysis led to the development of a list of proposed activities for an action plan for the LRU's Social Directorate in 2015. Some of these proposals were taken up by the LRU in its 2015 Action Plan, such as management and inclusion of variables related to disability and elder issues in the identification of the nuclear family.

LRDP COMPONENT	DESCRIPTION OF BOTTLENECK	INTERVENTION UNDERTAKEN BY LRDP
<b>Land Restitution</b>	<p>Statistical information is required to understand the users at the national level who have asked for land restitution and if they have some kind of disability. This is needed to plan actions that relate to a differential approach and identify ways the Program can support women with a disability.</p>	<p>Analyzed data was presented to the LRU and respective corrective actions were identified. Before this, the LRU did not have any kind of analysis of its own data on disability and elderly issues. The statistical analysis conducted by the Program allowed for the development of specific proposed actions to respond to these populations' needs. This analysis also allowed the LRU to improve the way it reports to government control agencies. LRU also used it as an internal working document to start to participate in the SNARIV table with more precise and accurate information about this population's situation in the restitution procedure.</p>
<b>Land Restitution</b>	<p>Based on the search for, review and analysis of the LRU's differential approach indicators, it became apparent that:</p> <ol style="list-style-type: none"> <li>1. Indicators were not constructed to show impact and/or result, nor were there clear guidelines to track and follow up on LRU internal processes in order to maximize its response to populations receiving special assistance.</li> <li>2. The figures available did not allow for an estimate under a differential approach to construct a baseline.</li> <li>3. The preexisting indicators being managed by the LRU were constructed in a biased way. They were oriented towards women and children and youth, without delving deeper into other variables like life cycle vulnerabilities, disability, and sexual orientation, among others.</li> </ol>	<p>LRDP supported the consolidation of a set of both impact and result indicators, which will allow for improvements in the LRU's internal management of a differential approach. This will also enable the LRU to more clearly identify both achievements and challenges on this issue. These indicators are currently being analyzed by the LRU's planning team.</p>
<b>Land Restitution</b>	<p>If the LRU does not know what human rights that Colombian legislation protects, the entity is less able to identify potential rights violations of persons with a disability who have been victims of dispossession or abandonment. Ignorance of the risks that this population has been exposed to, both in situations where their land was taken/abandoned and in official procedures established for their assistance, may end up revictimizing them. The LRU required a consolidated inventory of identified risks and a battery of tools to measure risk at the territorial level in order to develop affirmative actions that the entity could take to guarantee restitution beneficiaries' full enjoyment of their rights.</p>	<p>LRDP conducted a review and analysis of existing legislation to identify the risks that could put the human rights of persons with a disability at risk. LRDP delivered a tool for the LRU's regional offices to measure risks. LRDP presented potential solutions to mitigate the risks identified at the regional level.</p> <p>LRDP also supported the LRU to define the legal concepts that it was lacking concerning disability and elderly issues, for example sanction, legal representation, guardianship, etc. The LRU embraced these concepts in the Social Directorate's guidance documents and used the concepts to build proposed damages to be claimed in restitution cases currently being discussed in the LRU Legal Directorate.</p>
<b>Land Restitution</b>	<p>In accordance with Law 1346/2009 and Law 1618/2013, all state entities should come up with protocols that ensure equal opportunities for state assistance to persons with a disability. However, LRU has to establish this protocol, which is required to guarantee access and accessibility to the restitution process for this population group.</p>	<p>Documentary information on the subject is being reviewed and a case analysis is being undertaken using concrete cases that have come up at the regional level. LRDP supported the LRU to develop a proposed protocol for persons experiencing a disability or the elderly. Beyond educational materials about key concepts, the protocol includes specific proposals for public officials to improve the service they direct toward this population in their offices. This protocol was included in the guidelines that the Social Directorate sent to LRU regional teams.</p>

LRDP COMPONENT	DESCRIPTION OF BOTTLENECK	INTERVENTION UNDERTAKEN BY LRDP
<b>Land Restitution</b>	<p>The information collection tool the LRU uses to conduct a situational analysis has very few fields to solicit data about population groups with a special protected status in the Colombian Constitution. In the instructions for filling out the tool, the LRU has not considered situations applying to women, children and youth, persons with a disability, elders, and/or LGBTI. The tool is overly general, which could limit the capture of the dynamics and realities experienced by these groups.</p>	<p>LRDP reviewed and proposed variables to include in the tool. The proposal was circulated for comment with the LRU Social Directorate team and LRDP was able to secure the inclusion of variables that ask about women's work times, number of hours devoted to rural chores, whether the head of household is a female, number of household tasks and their description, and the claimant's desire to return or not. These aspects were not included in the tool before LRDP proposed them.</p>
<b>Land Restitution</b>	<p>LRU's "Context Analysis Guidelines" is weak in terms of a differential approach; it doesn't investigate situations affecting women and their relationship to the land, nor does it encourage looking into special situations faced by children and youth or the elderly, take into consideration broken social fabrics or recognize women's organizations.</p>	<p>LRDP reviewed the tool the LRU uses to collect information for its context analysis. This tool is used by the LRU Social Directorate and by public officials in the field. Its purpose is to show the judge considering a restitution claim the violent context in the region where the land takeover or abandonment allegedly took place. LRDP suggested the incorporation of inclusive language in the elaboration of context analysis documents. Now, the context analysis documents have new variables: the existence of women's movements and organizations; sexual violence as grounds for dispossession; forced recruitment of children and youth as a reason for mothers deciding to leave their land.</p>
<b>Land Restitution</b>	<p>The LRU's guidance on community evidence identifies three community-based analysis tools (social mapping, timeline, and in-depth interview), which do not report questions or examples for how to collect information from women, children and youth, adults, elderly, persons with a disability, LGBTI.</p>	<p>LRDP reviewed the LRU's guidance on community evidence (this is an LRU internal working document that public officials in the region use as a tool to collect evidentiary information). The team made the following observations and contributions:</p> <ul style="list-style-type: none"> <li>• A document with comments, examples and guidelines for how to use inclusive language. This was circulated for comment with the person in the LRU who is responsible for making the respective incorporations in the LRU guidelines document.</li> <li>• LRDP's observations kept examples aimed at incorporating a differential approach.</li> <li>• The final document on the instrument review was circulated for comment with the LRU Social Directorate in a day-long conference. In addition, in another space the person from the LRU in charge of the revision of the guidelines stated that LRDP's observations and contributions increased commitment and understanding of a more diverse differential approach.</li> <li>• LRDP proposed a way of communicating with women and suggested concrete examples of how to ask women more sensitive questions about their life in the countryside and about their relationship to land when applying the timeline tool. This proposal was included in the Social Directorate's internal working documents, which LRU staff use at the regional level.</li> </ul>

LRDP COMPONENT	DESCRIPTION OF BOTTLENECK	INTERVENTION UNDERTAKEN BY LRDP
Land Restitution	The LRU national office lacks teaching tools to mainstream gender in their work. LRU public officials lack supporting materials to develop training workshops, both for women who are interested in land restitution and for women who are already in the post-ruling stage of the process. The LRU's lack of concise and clear information about the process jeopardizes the comprehensive restitution process and risks discrimination against women.	LRDP supported the development of teaching materials directed at LRU public officials to promote women's rights in the land restitution process. To design the methodology, LRDP conducted a desk review of the inputs developed by the national LRU on the topic and organized the issues in accordance with the Social Directorate's request. The materials developed seek to "Promote respect for protection of women's assets," and include a proposed pedagogy for a two-day conference: 1. Analysis of the situation of rural women in Colombia and the vulnerability of their patrimonial rights; 2. Identification of the different variables that civil law provides for in relation to people's connection to assets, in this case real estate and if the access or claim is being made as a property owner, occupant or holder; 3. Analysis of the relationship through which the woman accesses the property, occupation or tenure of the asset, whether by direct relationship or through a blood or civil relation and the derivations contemplated in family law; 4. Presentation of restitution methodology with key gender issues; and, 5. A workshop for women themselves to voice what they see as the major bottlenecks in the restitution process and based on this, to come up with proposed remedies. Finally, LRDP suggested a conference to follow up post-ruling for women who are in this stage of the restitution process.

LRDP Component	Number of Bottlenecks Resolved
Rural Development	0
Land Formalization	7
Land Restitution	12
IKM	1
Total	20

**PO4. Number of laws, policies, or procedures drafted, proposed, or adopted to promote gender equality at the local, regional or national level as a result of LRDP assistance.** LRDP is carrying out numerous activities aimed at generating changes in operational processes at land and rural development institutions to promote the inclusion of women, ethnic groups, children, young adults, seniors, and people with disabilities. These activities are beginning to bear fruit, as evidenced by the resolution of constraints through new or improved internal or inter-agency procedures, which may catalyze the inclusion of these groups over the medium and long term. One accomplishment to date is the development of a methodology to ensure preferential access of these groups to land restitution processes. The methodology is included in a handbook for lawyers focused on the implementation of a differential approach to restitution.

**PO5. Number of government officials, traditional authority, or individuals trained in land tenure, property rights, rural development, and/or IKM systems as a result of LRDP assistance.** Most of LRDP activities focus on educating and building the capacity of official and traditional authorities, including those

officials from land and rural development entities, and of campesinos, the end users of these programs and entities. This is achieved through instruction, training, assistance, and consulting activities that relate to issues regarding land tenure, property rights, rural development, and information and knowledge management. This program objective reflects LRDP's emphasis on strengthening institutions and human resources. To date, 2,039 persons have received instruction and training from LRDP.

**TABLE A-3 - PO5 PROGRESS: LRDP TRAINING**

LRDP COMPONENT	EVENT NAME	DATE	LOCATION	PARTICIPANTS
Rural Development	Agrarian Pact Methodology	15/05/2014	Popayán	12
Rural Development	Support Agrarian Pact Rapporteur Application Platform	29/05/2014	Suarez	1
Rural Development	Support Agrarian Pact Rapporteur Application Platform	02/06/2014	Puerto Tejada	1
Rural Development	Support Agrarian Pact Rapporteur Application Platform	02/06/2014	Caloto	2
Rural Development	Support Agrarian Pact Rapporteur Application Platform	30/05/2014	Corinto	1
Rural Development	Support Agrarian Pact Rapporteur Application Platform	26/05/2014	Padilla	2
Rural Development	Support Agrarian Pact Rapporteur Application Platform	27/05/2014	Popayán	1
Rural Development	Support Agrarian Pact Rapporteur Application Platform	28/05/2014	Popayán	1
Rural Development	Evaluation of Institutional Capacity of Municipal Agriculture Secretaries from Northern Cauca and Cauca Departmental Agriculture Secretary	27/08/2014	Santander de Quilichao	15
Rural Development	Panel on Rural Development for Ethnic Territories at the International Intercultural Seminar, "Territory, Rural Development, and Peace in Cauca"	08/09/2014	Cali	423
Rural Development	Montes de Maria Panel Role of the Rural Woman in Rural Development with a Territorial Focus	28/08/2014	Sincelejo	75
Formalization	Training with Formalization and Restitution Applicants in Macayepo (Bolívar) on Law 1448 of 2011 and Timeline Construction	19/06/2014	Sincelejo	28
Formalization	Training on Law 1448 of 2011 and Timeline Construction on the Plot "Tierra Santa" in Macayepo (Bolívar)	26/08/2014	El Carmen de Bolívar	21
Formalization	Law 1448 of 2011 Training for Women Restitution Claimants	01/08/2014	Sincelejo	10
Formalization	Construction of Timeline and Mapping of the Plot "La Fuente" in Macayepo (Bolívar)	11/08/2014	El Carmen de Bolívar	18
Formalization	Training on Law 1448 of 2011 and Social Mapping of the Plot "El Carare"	27/08/2014	El Carmen de Bolívar	30
Information and Knowledge Management	Training on the National Cadaster System	25/08/2014	Popayán	30
Information and Knowledge Management	Economic Journalism Workshop (Module IV: Agricultural and rural development policy)	05/03/2014	Bogotá	13
Information and Knowledge Management	Passion for Client Service Conference	09/09/2014	Villavicencio	100
Information and Knowledge Management	Passion for Client Service Conference	08/04/2014	Cartagena	180
Information and Knowledge Management	National Cadaster System Training – Cartagena, Montes de Maria Municipalities	21/03/2014	Sincelejo	27



LRDP COMPONENT	EVENT NAME	DATE	LOCATION	PARTICIPANTS
<b>Information and Knowledge Management</b>	National Cadaster System Training – Sincelejo, Sucre	22/08/2014	Cartagena	46
<b>Restitution</b>	Land Restitution Certificate Course in Cordoba, Monteria	19/08/2014	Sincelejo	49
<b>Restitution</b>	Institutional Meeting: A Space to Reflect in Favor of our Victims	29/05/2014	Monteria	285
<b>Restitution</b>	Advanced Participation Methods Workshop – Coordination Meeting between Cordoba Branches of LRU and Victims Unit	21/08/2014	Girardot	8
<b>Restitution</b>	Institutional Meeting: A Space to Reflect in Favor of our Victims	14/07/2014	Monteria	332
<b>Restitution</b>	Challenges facing the Institutional Structure in Guaranteeing Rural Women their Rights and Women's Struggle to Exercise their Rights in Cordoba	10/07/2014	Girardot	47
<b>Restitution</b>	Case Clinic – Bogota (July 3, 2014), First Session on Villa Luz (Magdalena)	29/08/2014	Monteria	13
<b>Restitution</b>	Social Directorate Registry Conference	03/07/2014	Bogota	27
<b>Restitution</b>	Meeting to Circulate for Comment the Characterization of Damages to be Claimed in the Eladio Ariza Restitution Case	10/04/2014	Bogotá	112
<b>Restitution</b>	Technical Policy Dialogue on Microfocalization and Post-Ruling Stage	26/06/2014	San Jacinto	74
<b>Restitution</b>	Workshop for Journalists: Restitution Challenges and Do No Harm	16/07/2014	Bogotá	29
<b>Restitution</b>	Workshop for Journalists: Restitution Challenges and Do No Harm in Bucaramanga	20/09/2014	Cucuta	3
<b>Restitution</b>	Restitution Challenges and Do No Harm	13/09/2014	Bucaramanga	6

LRDP Component	Number of People Trained
Rural Development	<b>534</b>
Formalization	<b>107</b>
Information and Knowledge Management	<b>413</b>
Restitution	<b>985</b>
<b>Total</b>	<b>2039</b>

## LAND RESTITUTION COMPONENT INDICATORS

The GOC LRU has difficulties consolidating and reporting information about the results of its activities. From data obtained through SINERGIA, it can be concluded that, during 2014, the trend of restitution cases with substantive administrative actions of the GOC remains unchanged. Alternatively, there has been a slight increase in the number of restitution cases resolved through court judgments.

## LAND FORMALIZATION COMPONENT INDICATORS

During 2014, the GOC, through MARD's RPFP and INCODER, has been unable to achieve a significant increase in the number of formalized plots. The pilot formalization plans have yielded lessons that may be useful in municipal plans to be designed or implemented in the future, but the results, in terms of formalized plots of land, have been extremely low.

The recovery process of illegally occupied state land or land being used for unlawful purposes is ineffective and inefficient, with very poor results. The state has not yet been able to determine the dimension of this situation, in terms of occupied areas or land in use for illicit purposes.

## RURAL DEVELOPMENT COMPONENT INDICATORS

The Colombian fiscal year ends on December 31; for this reason, information regarding increases in the transfer of resources from the central government to municipalities and local investment in rural development is not yet available. During 2014, in response to agricultural strikes and numerous demonstrations by campesinos and indigenous people, the GOC promoted an Agrarian Pact, intended to transfer resources, in an exceptional procedure, to campesinos and indigenous peoples, through financing productive projects and granting subsidies. These resources may reach the beneficiaries in 2015. It is important to point out that the Agrarian Pact does not represent a structural change in the development of the Colombian countryside, but was the GOC's answer to a crisis and response to a social protest.

## INFORMATION MANAGEMENT COMPONENT INDICATORS

During 2014, LRDP calculated the ICI baseline for GOC land and rural development entities at both departmental and municipal levels. Those entities assessed include the LRU, INCODER, ORIP (SNR), and IGAC, in the areas of Montes de Maria, Northern Cauca, and Meta. The average index resulting from this assessment was 2.86 out of a maximum of 5.0.

**TABLE A-4. INSTITUTIONAL CAPACITY INDEX MEASUREMENTS FOR KEY LAND ENTITIES**

GOC Entity	ICI
IGAC	2.66
INCODER	2.73
ORIP	3.02
LRU	2.92
Average	<b>2.86</b>

During 2014, LRDP supported the design, development, and implementation of seven useful information systems to share and report land and rural development information. These information systems help to resolve bottlenecks, thereby improving the effectiveness and efficiency of key GOC land and rural development processes.

**TABLE A-5. LRDP SUPPORT TO SPECIFIC GOC INFO SYSTEMS**

GOC Entity	Information System	Status
IGAC	Monitoring of IGAC intervention in land restitution process and post-ruling	In design
SNR	System for Property Title Studies	In design
SNR	Monitoring Restitution Judgments and Applications	In development
LRU	National Monitoring of Judgments – LRU	In development
LRU	Claim monitoring system/Judicial module of the LRU	In development
DNP	National System for Evaluation of Public Sector Performance - SINERGIA	In development
IGAC	National Cadaster System	In implementation (start up)

The LRU, MARD Rural Property Formalization Program, and INCODER continue showing similar results and/or behavior trends to those attained in 2012 and 2013. However, the main objective of three of the four LRDP components is to support the GOC to improve these results. All LRDP activities point in that direction. This discrepancy between LRDP's intervention and the results achieved by the GOC could be due to several causes:

1. There are some key actors, whether from the GOC or certain social and private groups, who, because of their action or inaction, slow down progress toward the achievement of these results;
2. LRDP has not been operational long enough for the impact of Program efforts to have influenced GOC results;
3. LRDP's activities are too dispersed to have a concentrated impact, and, although they are aligned with LRDP's strategic results framework, they will not have a significant impact in the short term.

It is important to note that LRDP can report progress on product indicators, such as people trained or bottlenecks identified and acted upon. However, when it comes to results indicators, such as titles registered or titles processed, GOC figures and trends have yet to show any significant changes. Moving these results indicators requires substantial structural change that involves many different actors.

During FY15Q1, LRDP's M&E team will design and conduct qualitative evaluations to investigate the validity of these hypotheses. This will give the Program insight into changes in thoughts, attitudes and practices within land and rural development institutions, which in turn will allow the Program to identify effects and impacts that these shifts can produce.

The products and results generated by LRDP activities indicate that the program is achieving specific outcomes in key areas and are having an effect on processes of land and rural development programs and entities. The main products and outcomes are:

- Improvement in LRU capacity at the central and regional levels to implement the administrative phase of the land restitution process;
- Actions that promote and strengthen GOC entities' coordination;
- Identification and intervention in operational and strategic process bottlenecks;
- Knowledge transfer and capacity building of public officials from the GOC who are responsible for key decisions and actions involving land and rural development institutions; and
- Promotion of policies and actions to foster the inclusion of women, ethnic groups and minorities into land and rural development programs.

If LRDP's actions in strategic areas and processes are maintained or increase as set forth in the Program's second year work plan, LRDP will likely see more strategic results. Meaning, an increase in GOC capacity to reconstitute and formalize land and promote sustainable rural development, with significant growth in the numbers of families benefitting from land property rights, and increased opportunities for rural families affected by the armed conflict to gain access to legal means of earning a living, will be more evident. However, the possibility of achieving these sustainable strategic outcomes could be even greater if LRDP focuses and intensifies its efforts on a selected number of high-impact and strategic areas and processes.

# ANNEX B. SUCCESS STORY



**USAID**  
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**COLOMBIA**

## SUCCESS STORY

# Intensive Restitution Training Breaks New Ground in Area Hit Hard by War

September 2014

**Three-month certificate course bolsters local capacity to protect victims' rights and promote reconciliation through improved implementation of the Victims and Land Restitution Law of 2011**

SOURCE: USAID/LRDP



*The certificate course was conceived of as part of a deliberate strategy to increase public confidence in the restitution process in Cordoba.*

SOURCE: USAID/LRDP



*Each of the course's 21 sessions ran for five hours, providing ample time for students to receive an in-depth overview of a relevant topic and reflect on their own experiences in a classroom setting.*

Just talking about land restitution in some parts of Colombia can put a person at risk. The climate of fear surrounding the topic in the northern Colombian department of Cordoba is particularly heavy. Public confidence in state institutions and processes is at rock bottom because of a lack of coherence between the various state entities involved in critical land processes, cooption by local legal/illegal power structures, and corruption.

Recent policies like the Victims and Land Restitution Law (Victims Law) promote victims' rights and reconciliation on paper, but turning theory to action on the ground has proven challenging.

To tackle this problem, USAID's Land and Rural Development Program (LRDP) teamed up with several local universities, the Land Restitution Unit in Cordoba, civil society, the Organization of American State's Mission to Support the Peace Process in Colombia, and governmental control agencies to provide a training course on the Victims Law for victims, victims' representatives, journalists, and public officials from the institutions involved in the land restitution process.

Forty-nine students graduated from the three-month course on August 1, 2014. GOC officials now have increased skills and knowledge about how to apply the law, especially those aspects of it related to land restitution, thereby improving implementation and inter-institutional coordination. The curriculum was designed to empower victims and the NGO representatives who support them to utilize existing tools defined in the law to protect and claim their rights. Journalists finished the course with a solid conceptual foundation of the law and its implementation to better inform the public about this new public policy in a transparent and effective manner. Building official capacity will help restore citizen trust and confidence in the restitution process.

Conducting the training course in Cordoba, one of the departments most affected by the armed conflict, also had important symbolic implications. Many of the students were themselves victims of land takeovers and forced displacement. GOC officials participated side-by-side with victims. Promoting spaces for learning and discussion such as this certificate course send a clear message that the government stands with victims.

Based on feedback received from victims and public officials, LRDP plans to continue to support opportunities to promote enhanced citizen awareness through venues such as this certificate course, as well as design more in-depth trainings that cover specific topics of interest.

### Telling Our Story



U.S. Agency for International Development  
Washington, DC 20523-1000  
<http://stories.usaid.gov>



# ANNEX C. MONTES DE MARIA REGIONAL LRDP OFFICE YEAR 1 ACCOMPLISHMENTS

## IMPLEMENTED ACTIVITIES – YEAR 1

### COMPONENT 1: INCREASE CAPACITY OF THE GOC LAND RESTITUTION UNIT AND RELEVANT AGENCIES TO RESTITUTE LANDS TO VICTIMS OF CONFLICT

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
1.4.1: Enable SNARIV's capacity and functionality	In implementation	<p><b>Strengthening Land Restitution Subcommittees in Sucre, Bolivar, and Cordoba:</b></p> <p>LRDP has supported the implementation of the legally mandated National System for Victims' Assistance and Comprehensive Reparations (SNARIV) process at the regional level through the formation of land restitution subcommittees.</p>  <p>LRDP provided direct technical assistance to strengthen land restitution subcommittees in Sucre, Bolivar, and Cordoba during Year 1. This work, which is planned to continue in Year 2, has aimed at troubleshooting difficult cases and resolving bottlenecks.</p>  <p>Specific accomplishments include:</p> <ul style="list-style-type: none"> <li>• Support to the development of and distribution for comment on a protocol for delivery of restituted plots. This was approved by the Sucre Land Restitution Subcommittee, and aims to streamline the LRU's restitution process.</li> <li>• Coordination of methodologies in microfocalized areas and development of individual and community strategies to facilitate restitution beneficiaries' return home in the post-ruling restitution stage.</li> <li>• Establishment of legal entity for the Sucre Land Restitution Subcommittee through technical and legal support to the design of the Administrative Act Decree 0181 of 2014, which created the subcommittee and established its internal regulations</li> <li>• Direct sensitization of responsible officials from SNARIV institutions, in order to improve coordination and decision-making at the core of land subcommittees.</li> <li>• Planning for national SNARIV session, scheduled for October 4, 2014 in Sincelejo (including technical and logistical support from LRDP).</li> </ul>

**COMPONENT 1: INCREASE CAPACITY OF THE GOC LAND RESTITUTION UNIT AND RELEVANT AGENCIES TO RESTITUTE LANDS TO VICTIMS OF CONFLICT**

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
<p>1.3.2: Strengthen capacity of organizations to respond to LRU requirements through national and regional trainings</p> <p>and</p> <p>1.4.2: Strengthen Transitional Justice Committees and other regional coordination entities</p>	Complete	<div data-bbox="610 224 1107 493" data-label="Image"> </div> <p><b>Land Restitution Certificate Course:</b> LRDP teamed up with several local universities, LRU Cordoba, civil society, the Organization of American State's Mission to Support the Peace Process in Colombia, and governmental control agencies to offer 49 students with 105 hours of expert instruction over three months (May, June, July). Each of the course's 21 sessions ran for five hours, providing ample time for students to receive an in-depth overview of a relevant topic and reflect on their own experiences in a classroom setting.</p> <p>PowerPoint presentations are stored on the course website (<a href="http://diplomadoleydevictimasrestituciondetierras.com/">http://diplomadoleydevictimasrestituciondetierras.com/</a>), ensuring wider dissemination and access to materials that contribute to the sustainability of this activity. Some subjects covered in the course include: Land and Political Power in Colombia; Limits of Transitional Justice; Land Restitution Process – Administrative, Judicial, &amp; Post-Ruling Phase; Differential Approaches; and Importance of Law 1448 of 2011 for Peace and Reconciliation.</p> <p>Students, including victims, victims' representatives, journalists, and public officials from the institutions involved in the land restitution process, graduated with a better appreciation of Law 1448 of 2011. Thanks to the course, GOC officials increased their skills and knowledge about how to apply the law, especially those aspects of it related to land restitution. The curriculum was designed to empower victims and the NGO representatives who support them to utilize existing tools defined in the law to protect and claim their rights. Journalists finished the course with a solid conceptual foundation of the law and its implementation in order to better inform the public about this new public policy in a transparent and effective manner. There are strong and embedded forces against the restitution process in Cordoba and the importance of the 49 graduates needs to be seen in the context of restoring citizen trust and confidence in the restitution process.</p> <p>Based on feedback received from victims and public officials, LRDP plans to replicate this initiative with the intention of scaling it up to a greater number of participants, as well as design more in-depth trainings that cover specific topics of interest.</p>
<p>1.4.2: Strengthen Transitional Justice Committees and other regional coordination entities</p>	In implementation	<p><b>Assessment of Property Protection Measures in Sucre, Bolivar, and Cordoba:</b> While recording a property in the Registry of Abandoned Land (RUPTA) can provide a certain degree of protection for informal properties, there are significant weaknesses in getting properties into the RUPTA, leaving many properties at risk. LRDP is helping to assess current registry protection measures in order to encourage this important process.</p> <p>More specifically, in Year 1, LRDP initiated work (circulating the idea and requesting feedback, and soliciting support) on an assessment of protective measures for Sucre, Bolivar, and Cordoba as a way to strengthen the regional transitional justice committees in these departments. As the year ended, the RFP had just finalized. Work will continue in Year 2.</p>



**COMPONENT 2: STRENGTHEN THE CAPACITY OF THE MINISTRY OF AGRICULTURE AND RELEVANT GOC AGENCIES TO FORMALIZE RURAL PROPERTY**

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
<p>2.1.5: Strengthen local capacity to design and implement formalization and LTPs including social development <i>and</i></p> <p>2.1.6: Strengthen gender formalization and titling of Afro-Colombian and indigenous populations <i>and</i></p> <p>2.2.1: Support ULAS development under Component 4 to improve inter-agency coordination and strengthen formalization efforts <i>and</i></p> <p>2.2.2: Support the Ministry of Agriculture and related authorities with the design and formulation of massive property formalization efforts <i>and</i></p> <p>2.2.4: Strengthen the capacity of judges to process and rule on land and property formalization cases <i>and</i></p> <p>2.2.5: Strengthen the capacity of departments and municipalities to support land and property formalization <i>and</i></p> <p>2.2.6: Strengthen the access of women, teenagers, and Afro-Colombian and indigenous communities to property formalization services</p>	In implementation	<p><b>Montes de María Municipal Formalization Pilot:</b> LRDP is implementing a formalization pilot in Montes de María. Formalizing land in an area so affected by conflict is a complicated endeavor. One of the first steps in the process is helping the GOC sort through overlapping claims to land and questions about property rights.</p> <p>While Law 1448 of 2011 (Victims Law) established general guidelines on restitution processes and set up a framework for victims to claim land, INCODER issued Accord 266 in 2011 to regulate the award and formalization of plots from the National Agrarian Fund (FNA in Spanish). In practice, this means that under some circumstances, one person may apply for restitution benefits under Law 1448 of 2011 and a different person may pursue formalization from INCODER on the same piece of land.</p> <p>Accord 266 specified that if an FNA plot belongs to a person or family who is suspected to have been displaced or have fled because of violence, INCODER should not adjudicate and must instead transfer the case to the LRU. In practice, because of weak institutional capacity in the region, INCODER began to shift a substantial amount of its caseload to the LRU. LRU officials felt frustrated because the transfers were not accompanied by appropriate documentation and the LRU was itself ill equipped to take on the added work.</p> <p>In this tense context, LRDP's regional team approached the regional offices in Córdoba, Bolívar, and Sucre of each entity and proposed creating a working group where officials could share their perspectives and propose solutions. LRDP used Advanced Participation Methods (APM) facilitation techniques like a focus question, brainstorming session, organizing and prioritization of ideas, and reflection to work through bottlenecks. By the end of Year 1, LRDP had agreed buy in from local INCODER branches to work side-by-side with their LRU counterparts, as well as collaborated with local IGAC offices, all of which generated an important atmosphere of trust and information-sharing that will facilitate restitution and formalization efforts. It is also important to note that this kind of work prioritizes local knowledge and information, which is particularly important in a context where the reality on the ground may not match official records.</p>

**COMPONENT 3: INCREASE THE OPPORTUNITIES FOR SUSTAINABLE LICIT RURAL LIVELIHOODS IN CONFLICT-AFFECTED AREAS**

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
3.1.2: Support community participation in the development of bottom-up rural development policies and programs	In implementation	<p><b>Participatory Regional Development Roadmap for Montes de María:</b> Local participation is key to strengthening Colombia's capacity to implement a sustainable and inclusive peace. Through a grant agreement with Fundación Semana, LRDP supported the development of a "Participatory Rural Development Roadmap for Montes de María." The roadmap, constructed with the participation and consensus of local communities, will serve as an important mechanism and tool to coordinate integrated regional development initiatives between the community, public sector, and private sector in the following critical areas: infrastructure, community development, rural economic development, income generation, health, education, culture and land.</p> <p>Fundación Semana helped identify specific community-based bottlenecks that must be addressed to support the rural development of the region. A key Program objective supported through this grant is the promotion of local participation and dialogue about rural development strategies. In this regard, LRDP, through support to Fundación Semana:</p> <ul style="list-style-type: none"> <li>• Achieved active community participation across 137 <i>corregimientos</i> (an administrative subdivision of a municipality) in 16 municipalities.</li> <li>• Brought the roadmap to all corners of Montes de María, from the Magdalena River to the Caribbean Sea, and from Cartagena all the way to Sincelejo.</li> <li>• Held a total of 90 workshops with 4,100 participants (an average of 45 people attended each workshop). This represents an important mobilization of people around their ideas for the future.</li> <li>• Supported the development of a proposal for three land use pilots in Montes de María.</li> </ul> <p>In addition, Fundación Semana prepared two assessments under the grant (among several other deliverables). One assessment addresses gender constraints and obstacles to land titling and administrative formalization in Montes de María, and the second assessment focused on ethnic groups' (Afro-Colombian and indigenous) constraints and obstacles to land access, use, and formalization. Final drafts of these assessments are scheduled to be delivered in December 2014.</p>
3.1.2: Support community participation in the development of bottom-up rural development policies and programs	In implementation	<p><b>Technical Assistance to 15 Municipalities and Two Departments to Formulate Rural Development Investment Programs:</b> In the Program's first year, LRDP saw an important opportunity to promote broad-based, community-led rural development by supporting the GOC in its regional rollout of the Agrarian Pact (<i>Pacto Agrario</i>). In addition to assisting the GOC to develop the methodology to steer nationwide discussions at the municipal and departmental level, LRDP also provided direct support to guide consultations with rural communities.</p> <p>For example, in Montes de María, direct LRDP assistance facilitated eight meetings with representatives from 15 municipalities in Sucre and Bolívar in Montes de María (seven with agricultural secretaries in prioritized municipalities and one regional meeting in Sincelejo) to help explain the Agrarian Pact project methodology and presented the templates required to present proposals for funding consideration.</p> <p>As a result of the support, 73 project proposals were compiled for funding consideration, of which 56 were for productive projects, 16 for agricultural machinery banks, and one for an irrigation system. LRDP also provided technical assistance to define evaluation criteria for the projects and worked to prioritize projects that were structured using the General Adjusted Methodology (MGA in Spanish).<sup>23</sup></p> <p>In addition to improving the quality of projects submitted in the region, it is also very likely that this direct assistance increased the capacity of the program's local partner, Fundación Ideas para la Paz, to respond to requests for technical assistance from municipalities outside the geographic boundaries of LRDP.</p>

23 The MGA is a tool that the GOC uses to identify, prepare, evaluate and schedule investment projects. By constructing a decision tree, the GOC formulates the objectives of the proposed investment project and develops the causes, effects and alternative possible solutions to the problem. Later, the possible solutions are subjected to a feasibility analysis that assesses technical (legal, environmental, etc.) and financial constraints. These studies enable the GOC to make correct technical decisions about public investments. The projects that are evaluated with the MGA subsequently generate Basic Investment Statistics, with which the GOC (Ministry of Finance and DNP) makes budget requests for public investment.

**COMPONENT 4: STRENGTHEN THE GOC'S CAPACITY TO MONITOR AND EVALUATE RESTITUTION, FORMALIZATION, AND RURAL DEVELOPMENT PROGRAMS**

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
4.1.5: Update and systematize IGAC's historical files	In implementation	<p><b>Montes de Maria National Cadaster System (SNC in Spanish) Training:</b> The GOC launched a new national cadastral system with a modernized national parcel numbering system in January 2014. In addition to standardizing data across Colombia's five cadastral offices and improving information security, the new system will also facilitate information sharing between these entities and the Superintendence of Notary and Registry Offices (SNR in Spanish). While cadastral offices keep records on the location, size, boundaries, use, potential use, and tax value of properties, the SNR is responsible for maintaining legal ownership records on land plots. The increased GOC capacity to quickly and efficiently compare cadaster and registry property information may streamline land restitution and formalization processes.</p> <p>In Year 1, LRDP conducted a series of regional workshops on the SNC. Two of these workshops were in Montes de Maria (August 19, 2014, in Sincelejo and August 22, 2014, in Cartagena). In each event, a representative from IGAC trained a group of public officials from various regional GOC entities in the SNC, web-based services available to entities, and the use of the online system GEOPORTAL. The participants (public officials from INCODER, IGAC, judges, municipal representatives such as agriculture secretaries, and mayors' offices) conducted searches from their computers, interacting online with the IGAC website and carried out cadastral consultations. Forty-eight public officials were trained in Sincelejo, and 30 were trained in Cartagena.</p> <p>The trainings are part of a larger LRDP strategy to support the recovery of historic cadastral information that covers a period of massive displacement in Colombia. As part of this activity, IGAC has agreed to digitalize and systematize 2,317 magnetic tapes containing rural cadaster information from 1985 to 1999. One thousand two hundred fifty tapes from 13 departments have already been delivered to the local firm LRDP contracted for this pilot exercise. All property files should be accessible through IGAC's National Cadaster System by December 2014.</p>
4.1.4: Strengthen engagement of civil society in GOC evaluations	In implementation	<p>Weak institutional capacity at the regional level constrains GOC ability to meet goals for land and rural development policies. To address this constraint, LRDP conducted rapid institutional assessments (RIAs) with the Land Restitution Unit (LRU), Agustin Codazzi Geographic Institute (IGAC in Spanish), Office of Public Registry (ORIP in Spanish)/SNR, Colombian Institute for Rural Development (INCODER in Spanish), and Municipal and Departmental Secretaries of Agriculture in its focus regions during the Program's first year. The regional Montes de Maria team facilitated assessments with regional 10 regional GOC offices in Montes de Maria:</p> <p>LRU (3): Bolívar (El Carmen de Bolivar and Cartagena offices), and Sucre  INCODER (2): Bolívar and Sucre  ORIP (3): Sincelejo, El Carmen de Bolivar, Cartagena  IGAC (2): Bolivar and Sucre</p> <p>These RIAs analyze planning, budgeting, executing, information management, contracting, and monitoring of those functions across these entities.</p> <p>In conjunction with the administration of this tool, LRDP also applied APM in order to involve GOC counterparts in the validation of the RIA findings. Over 150 public officials participated in the assessments in Montes de Maria.</p> <p>The results of these assessments will be the foundation for LRDP's institutional strengthening plans.</p>









# ANNEX D. CORDILLERA CENTRAL REGIONAL LRDP OFFICE YEAR 1 ACCOMPLISHMENTS

## IMPLEMENTED ACTIVITIES – YEAR 1



### COMPONENT 3: INCREASE THE OPPORTUNITIES FOR SUSTAINABLE LICIT RURAL LIVELIHOODS IN CONFLICT-AFFECTED AREAS

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
3.2.3: Support regional capacity to support local initiatives by increasing local autonomy and reducing excessive centralization	In implementation	<b>Rapid Institutional Assessment (RIA) with Agriculture Secretaries:</b> LRDP's regional office in Popayan led the evaluation of local agriculture secretaries in 13 municipalities in Northern Cauca (Santander de Quilichao, Buenos Aires, Suarez, Caloto, Guachené, Villa Rica, Puerto Tejada, Corinto, Miranda, Padilla, Jambaló, Caldono, and Toribio), as well as the departmental secretary. The 14 agriculture secretaries were assessed using the program-designed RIA tool, which zeroed in on institutional capacities in the area of strategic management, financial management, and information and communication technology. LRDP will use the results of these evaluations to design plans to strengthen these important actors at the local level.

### COMPONENT 4: STRENGTHEN THE GOC'S CAPACITY TO MONITOR AND EVALUATE RESTITUTION, FORMALIZATION, AND RURAL DEVELOPMENT PROGRAMS

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
4.1.5: Update and systematize IGAC's historical files	In implementation	 <p><b>National Cadaster System Trainings:</b> In Year 1, the Cordillera Central regional LRDP office, with the aim of strengthening local capacity of entities responsible for implementing restitution programs for victims of the conflict and expanding land titling and formalization in prioritized rural area and promoting comprehensive and sustainable rural development, worked with LRDP's IKM component to train local public officials in the National Cadaster System. IGAC manages this new system and many regional entities may be unfamiliar with the benefits it offers them. In a training on August 25, 2014, in Popayan, 30 public officials from various GOC institutions (LRU, INCODER, IGAC, MARD Formalization Program, LRU Judges, and 13 municipal planning secretaries) learned about the system and Geoportal, an online platform where the general public can request information about properties. The interactive workshop taught attendees how to search by department, city, address, real estate file, and property code, as well as how to generate the area of a plot, area of a construction, the cadaster code and a photo of any structure.</p> 

**COMPONENT 4: STRENGTHEN THE GOC'S CAPACITY TO MONITOR AND EVALUATE RESTITUTION, FORMALIZATION, AND RURAL DEVELOPMENT PROGRAMS**

ACTIVITY	STATUS	ACCOMPLISHMENTS TO DATE
4.1.4: Strengthen engagement of civil society in GOC evaluations	In implementation	 <p><b>RIA with Land Institutions:</b> LRDP applied the program's RIA with regional branches on GOC entities working to advance the GOC's agenda on restitution, formalization, and rural development.</p> <p>In Cauca, the RIA was administered with seven public entities: LRU Cauca, INCODER Cauca, IGAC Cauca, IGAC Santander de Quilichao, ORIP Puerto Tejada, ORIP Caloto, and ORIP Santander de Quilichao). Fifty public officials participated in the assessment of their agencies' capacities along key dimensions.</p> <p>Following the measurement of the Institutional Capacity Index, LRDP conducted a workshop using Advanced Participation Methods (APM) to validate the results in a participatory fashion. This allowed the Program to conduct a qualitative and quantitative analysis of institutional capacity. Many weaknesses were identified and LRDP is now prioritizing those bottlenecks to be addressed, considering the scope of the Program and available resources. Once priorities are defined and an institutional strengthening plan is constructed, the results will be delivered to the regional branch of each entity, with the objective of taking short- and medium-terms actions to strengthen these entities.</p> 
4.1.4: Strengthen engagement of civil society in GOC evaluations	Completed	<p><b>Fourth International Seminar On "Interculturalidad": "Territorialities, Rural Development, and Peace":</b> INCODER is charged with implementing rural development policies that promote wellbeing and development for ethnic communities in Colombia. The institute endeavors to pursue rural development strategies that respond to the specific circumstances of indigenous and Afro-Colombian communities.</p> <p>In light of this, it is important for INCODER, the agricultural sector, and academia to reflect on the issues facing these communities from the field and in a way that incorporates perspectives from diverse actors. The Fourth International Seminar on "Interculturalidad": "Territorialities, Rural Development, and Peace" was an opportunity to do just that. The two-day event provided the GOC with recommendations to develop a rural development strategy with a territorial focus and emphasis on ethnicity. Participants and panelists shared success stories and best practices from other counties that INCODER can use to build a rural development model with an ethnic approach.</p> <p>The seminar was centered on peace building and post-conflict in Colombia. The event encouraged discussion about rights issues and territorial claims that could arise from various actors in this scenario, and provided a space to discuss how to harmonize and promote coexistence among different rural development visions.</p> <p>Over 400 people attended, including representatives from ethnic communities in Northern Cauca, various regional and national ethnic organizations, civil society, academia, private sector, and Colombian officials. Close to 25 percent of those in attendance were members of ethnic groups and organizations from Northern Cauca's 13 municipalities. Since this took place in September, as of the end of this reporting period, event organizers had just finished writing up an initial systematization of the results. The event host (Javeriana University's Intercultural Studies Center) is expected to circulate and ask for feedback from LRDP in the coming days. Specific recommendations to INCODER will be covered in this process. Once this review is complete and LRDP has passed the results to USAID, LRDP will hold a meeting with INCODER to discuss the recommendations and analyze possibilities for including them in their policies, processes, and procedures.</p>

# ANNEX E. PROGRAM BRIEF UPDATE

## LAND AND RURAL DEVELOPMENT PROGRAM

The Land and Rural Development Program (LRDP) is at its core an institutional strengthening program.

The program's mandate is not to resolve land issues itself, but **to strengthen** the many GOC regional and national entities involved in the sector, through targeted technical assistance and training. The Program will accompany the GOC entities to help them achieve their mandate; it will not **do** the work that the GOC must do itself. This is a critical guiding principle for the Program in Year 2.

LRDP activities will build the capacity of GOC entities, which, in turn, will benefit the rural population by providing more effective and streamlined services to facilitate access to land and rural development initiatives. Strengthened GOC entities will be able to **reach more people** in a **shorter time-period** and more **cost effectively** in returning land to victims, issuing more land titles, promoting rural development and strengthening GOC capacity to monitor, evaluate, and carry out impact assessments.

In Year 2, the Program will emphasize an integrated implementation approach among its national and regional offices and through its technical components. Regional offices are operational in Montes de Maria and Cauca and shortly in Meta and Valledupar with a smaller office serving Southern Tolima.

The Program achieves results through the following approaches:

- Delivering technical solutions, training and capacity building to improve the efficiency of land management and rural development processes.
- Delivering high-level policy and legal guidance, to ensure that the regulatory environment is conducive to land and rural development reform.
- Improving information and communication technology tools to optimize the availability, quality and timeliness of relevant information and data.
- Promoting community participation by helping to build a stronger link and increase trust between GOC entities and communities.

Using the approaches listed above to guide Program implementation in Year 2, LRDP will:

- Simplify the land restitution process to speed up the process of restituting land to victims of conflict.
- Support the design and implementation of the Land Fund to recover land unlawfully occupied or illegally acquired.
- Increase GOC capacity to issue more land titles. Institutional reform is necessary to enable the GOC to implement land titling on a massive scale.
- Facilitate public-private partnerships to promote sustainable rural development.
- Support GOC regional entities to maximize the use of funds allocated from the national level.
- Facilitate and improve access to information through a centralized land data system, known as the "land node."
- Strengthen the capacity of the GOC to monitor and evaluate land and rural development initiatives.

Proposed activities for Year 2 are strategic and target the areas where support is needed most. Through its regional presence and integrated technical focus, the Program will actively engage GOC entities to help them respond to community needs more quickly and efficiently.



## LRDP Organizational Chart







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